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A Co-Operative Study of New London Schools

VOLUME II

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III. A STUDY OF SECONDARY EDUCATION

Department of Education
Yale University
June, 1949

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A STUDY
OF
SECONDARY EDUCATION
IN
NEW LONDON, CONNECTICUT

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Yale University
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Acknowledgment

The survey staff deeply appreciates the splendid spirit of understanding and cooperation on the part of the many individuals and groups in New London who have assisted with the study. Despite what must have appeared to be endless delays, our employers, the City Board of Education and the Superintendent of Schools, have been most patient. Principals, teachers and officers of the high schools have been generous, courteous, and helpful. Special acknowledgment of our obligation to them comes from a real awareness that our very presence had a certain nuisance quality, which was made no less acute by the normal tenseness always associated with a survey. Not the least helpful were the members of the local advisory committees who responded generously to all calls made upon them.

Organization of the Study

Because of the unusual plan for providing public secondary education in New London, the organization of the study has of necessity been developed largely while the study was actually in progress. This fact accounts for the amount of time which has been required for its completion. There has never been the slightest hesitation to enlarge the scope of the study when conditions seemed to warrant it. The ambition from the beginning has been to produce a sound, practical, defensible report, rather than to meet an arbitrary deadline. For example, when it became apparent that it was desirable to poll public opinion on many aspects of school affairs, a comprehensive community survey was undertaken in full recognition of the fact that it would delay the completion of the report by many months. The staff does not regret such decisions. Their results are too apparent in the report for us to entertain regrets.

The report is organized in four sections:

I. The Background
II. The Present Program of Secondary Education
III. Recommendations for Improvement
IV. Building

With the exception of Section I, the report follows more or less conventional plans. The history of secondary education in New London must be understood if the issue of public versus private control of public education is to be intelligently considered. This accounts for the inclusion in the report of the first two chapters in Section I. Evaluation of a local educational program must be projected against a background of national perspective, hence the chapter on the characteristics of secondary education in a democratic society. The fourth chapter, completing the background, provides the basis for appraisal and determines the character of the recommendations for improvement.

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Section I
Chapter I

HISTORICAL BACKGROUND OF SECONDARY EDUCATION IN NEW LONDON

1.

Early Public High Schools in New London

New London was one of the first Connecticut towns to respond to Henry Barnard's plea in 1838 for publicly supported and controlled high schools. By 1852 there existed in New London the Bartlett High School, a public boys' high school which had evolved from the old Bartlett Grammar School. It carried on a program similar to that of the early 19th century academies. In this year, 1852, the rate bill form of tuition charge for pupils was abolished and Bartlett became a free public high school. Shortly after this, in the middle of the decade, the Young Ladies High School emerged as a free school, originally a private school known as the Female Academy. By vote of the town in 1857 these two high schools were placed in charge of the Board of School Visitors. In 1860, when New London's population was about 10,000, both schools together had an enrollment totalling 160, and employed four teachers.

2.

The Founding of the Private High Schools

Bartlett High School continued to serve New London until 1873. Graduates were accepted at Yale and other New England colleges during the period of its operation. It also served as a terminal institution for those not planning to go to college. "Practical" subjects like bookkeeping, navigation, and surveying were among the courses offered. In August, 1873, the New London Board of School Visitors passed a resolution virtually unique in the annals of American education:

> Whereas, The Board is advised that the Bulkeley School is to be opened this fall, by the Trustees thereof;
>
> Voted, That the Bartlett High School be and hereby is discontinued. . . .

Bartlett High School ceased to exist. Its functions were taken over by the Bulkeley School, and the principal sum of the old Bartlett Fund was transferred to the trustees of the new school.

The Bulkeley School was established as a result of the bequest of Leonard H. Bulkeley, a prominent citizen of New London who had died in 1849, leaving a sum of money to be "improved" until such time as it would provide a building and a fund capable of yielding an income sufficient to operate the school. Under the terms of the will a board of trustees had been named. By 1873 they had enlarged the value of the original bequest sufficiently to begin operations. By the terms of the charter granted by the General Assembly in 1850, the trustees were given full control over the school and the property pertaining to it. The school was to be free to all "male youth resident in and having their homes in New London" between the ages of twelve and twenty-one who might pass an examination satisfactory to the trustees. The original charter has been modified only to permit the President of the New London Board of School Visitors *ex officio* representation on the board of trustees. The charter provides for alteration or repeal by the General Assembly.

Although Bartlett High School closed its doors in 1873, the Young Ladies High School continued until 1891 to operate with apparent success under the control of the Board of School Visitors. In June, 1891, the year that Williams Memorial Institute opened, the graduating exercises of the Young Ladies High School had to be moved to the New London Lyceum Company theater to accommodate the large attendance. In this year the Board of School Visitors passed a resolution similar to that of 1873, discontinuing the Young Ladies High School in favor of the Williams Memorial Institute which was to open in the fall. At this point the Board of School Visitors no longer had any secondary education program under its control.

The evidence suggests that the arrangement to have secondary education provided and controlled by the trustees of Bulkeley School and Williams Memorial Institute was satisfactory to the Board of School Visitors and the citizens of New London. The principal advantage of this arrangement seems to have been that New London was relieved of the financial burden of carrying on a high school program.

In accordance with the terms of the will of Harriet P. Williams, dated April 4, 1873, seven trustees were named, and a charter was granted for Williams Memorial Institute by an act of incorporation passed by the General Assembly in 1881. Mrs. Williams left a considerable part of her estate in care of the trustees who were to use the property to establish and operate a female high school "free to all girls residing temporarily or permanently in said New London." This charter, like the one to Bulkeley School, contained the provision that it could be altered or repealed at the pleasure of the General Assembly. The General Assembly passed an amendment in 1921 providing that the President of the Board of School Visitors should be ex officio a trustee of the school. The Institute opened its doors in the fall of 1891, taking about 100 girls over from the defunct Young Ladies High School. Although the charter provided for free tuition, a sum of fifteen dollars a year was charged each girl for incidental expenses until 1915, when the City of New London first provided financial aid for the school.

Like that of most 19th century high schools, the program of studies at both Bulkeley School and Williams Memorial Institute was from the beginning of a "classical" sort, emphasizing those studies which "trained the mind." The two schools undertook to prepare graduates either for college entrance or to take their place in responsible positions in the community. As early as 1890 some of the citizens of New London began to sense the need

for a secondary school program which would assist those young people who would pass their lives in more menial vocations. Foremost among the advocates of a third post-grammar school to take care of those who could not hope to attend college was Charles B. Jennings, Acting School Visitor and later Superintendent of New London Schools. Jennings was joined in 1891 by the President of the Board of School Visitors, Francis Brannan, in urging that Nathan Hale Grammar School building be used for a "Manual Training School for the boys and . . . a Cooking School for the Girls." Recommendations of a similar sort continued to be made in subsequent years.

In 1898 the annual report of the Board of School Visitors contained the plea that "Sometime it may enter the heart of some one of our public-spirited and generous citizens to erect a building, equip it with a steam engine, lathes, benches and machinery adapted to the wants and needs of a modern Manual Training School, and present it to the City of New London."

This plea was answered a few years later by the President of the Savings Bank of New London, William H. Chapman. His original intention apparently was to make a gift to the city to establish such a school, but during the time when he was formulating plans for the school, he was persuaded to avoid "political influence" over the school by investing entire control in a private board of trustees. In 1902 the announcement was made of Chapman's intention to provide a gift of $100,000 to the city for a manual training school. The charter for the school granted in 1913, however, vested control in a board of trustees with full power over the school and its property. According to the charter granted by the General Assembly in 1903, the purpose of the corporation was to provide buildings and equipment for instruction in "the various handicrafts and trades, the use of tools, housekeeping, sewing, millinery, dressmaking, domestic science, home economics, and in general for the purpose of affording proper

training in the useful arts, that thereby the students may be better fitted for obtaining a livelihood." Charles B. Jennings, one of Chapman's close advisors, had recommended in the report of the Board of School Visitors for 1902 that bookkeeping, stenography, and typewriting be a part of the curriculum, but his recommendations were rejected. Commercial studies were not included in the program of the school.

The charter for the new school, first named the New London Manual Training and Industrial School, provided for eight trustees, expandable to ten, plus the Mayor of New London and the President of the Board of School Visitors as trustees ex officio. No provision in this charter was made for alteration or repeal. The school opened in 1906. Opportunities for education beyond the eighth grade were thus expanded to take care of many who had been neglected before, although New London citizens had no power to influence the program of the new school. From the beginning the city provided financial aid to assist the school in its operation.

3.

Early Operation of the Private High Schools

The citizens of New London seem to have been generally satisfied with secondary education under private control up through the end of the first World War. As early as 1893 Bulkeley had found it necessary to accept financial aid from the city; Chapman Technical High School (Manual Training and Industrial School) had been granted city aid since it opened in 1906; and Williams Memorial Institute, with a larger endowment than the other two schools, did not appeal to the city until 1913, and funds were not voted by the City Council until the year 1915-16. By the end of the first World War in 1918, the city was appropriating a substantial sum per year for the private high schools. Annual city appropriations for the three private high schools now total over $350,000. In 1912, Superintendent

of Schools Charles B. Jennings, had urged liberality on the part of the City to the high schools, on the ground that they were providing high school education for New London youth at less cost than the City could do it.

With the end of the war, enrollment increases and enlarged school programs in the high schools made it necessary for the high schools to expend more money and consequently to increase the size of their requests for aid from the City. It is during this period that we find a beginning of what is now known to New London residents as "the high school situation." The expense to the city for secondary education had grown to such an extent that some of the financial advantage of the endowed high schools had disappeared. The new superintendent of schools appointed in 1918 to replace the retiring Charles B. Jennings possibly helped to crystallize opinion in his stand against a system of schools "one part private and one part public."

The post-war discussions over the matter of control of the high schools came to a head in the early part of 1920. Proposals, counter-proposals, and objections were aired until the City Council voted a directive to the Board of School Visitors that they "confer with the Trustees of the Bulkeley School, the New London Vocational School, and the Williams Memorial Institute with a view to developing a plan to bring the three high schools under city management." This meeting was held in July, 1920. Various aspects of the "high school problem" were discussed, with spokesmen for the high schools generally unfavorable to any change in the situation. A joint committee of representatives of the Board of School Visitors and the high schools was formed to see what might be done about increased co-ordination between the city schools and the endowed schools. While this committee was undertaking to find areas of agreement, the Board of School of Schools Charles B. Jennings, had urged liberality on the part of the City to the high schools, on the ground that they were providing high school education for New London youth at less cost than the City could do it.

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Visitors proposed in its annual report, issued in the fall of 1920, that the high school trustees turn over school properties to the Board of School Visitors, each board of trustees retaining investment control over their endowments. Under this plan the Board of School Visitors was to have full control over the high schools, the City making up the difference between income from endowments and the cost of running the schools. This proposal for unification under city control met with a mixed response. Legal and other objections seem to have been made by the high school trustees. Among those favoring the plan was the city newspaper, which, in an editorial on September 24, 1920, endorsed the proposal as contributing to needed school improvement, a step towards desirable coordination, and as providing for the possibility of financial economies.

In January, 1921, the special committee on high school coordination which had been set up in the joint meeting of the previous July seemed to be in agreement on the following points: 1) the superintendent of schools was to be the superintendent of the high schools, 2) the high school budgets were to be submitted to the Board of Education for presentation to the Council, and 3) the President of the Board of School Visitors was to be made an _ex officio_ member of the board of trustees of Williams Memorial Institute. In March of the same year, a change in the W. M. I. charter was effected by the General Assembly permitting the President of the Board of School Visitors to act as _ex officio_ trustee, but this institution did not adopt either of the other two apparent points of agreement. Neither the proposal to have the Superintendent of Schools act in that capacity for the high schools nor that involving approval by the Board of School Visitors of the high school budgets seems to have led to any effective degree of coordination. Objections were raised about the Superintendent visiting the high schools and the Board of School Visitors complained that isitors proposal in its annual report, issued in the fall of 1920; that he high school trustees turn over school properties to the Board of School isitors, each board of trustees retaining investment control over their ndowments. Under this plan the Board of School Visitors was to have full ontrol over the high schools, the City making up the difference between ncome from endowments and the cost of running the schools. This proposal for unification under city control met with a mixed response. Legal and other objections seem to have been made by the high school trustees. Among those favoring the plan was the city newspaper, which, in an editorial on September 24, 1920, endorsed the proposal as contributing to needed school improvement, a step towards desirable coordination, and as providing for the possibility of financial economies.

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Notwithstanding the sentiment which had accrued in favor of a change in the matter of high school control, when the new charter for the City of New London was granted in 1921, the status quo was re-inforced by a provision in the charter empowering the city council specifically to appropriate money in aid of the endowed high schools. Thus not only did the proposals of the Board of School Visitors fail to get written into the new charter, but the situation in respect to the high schools was given a somewhat more permanent character. Although attempts were made later to change the charter in this respect, these attempts have not been successful.

4.

The Proposal for a Junior High School

Crowded conditions in the city-run schools, especially in the 7th and 8th grade, led to a proposal by the Board of School Visitors in its annual report for 1917-18 to construct a public junior high school. By the early part of 1919 the idea of a 6-3-3 plan of organization seemed to have gained general favor, including many of the representatives of the high schools. The General Assembly authorized a bond issue of $500,000 to cover the cost of the new school, and a committee of the Board of School Visitors started work on plans and specifications. By the middle of 1920 it became apparent that a junior high school building which would take care of the needs of New London would cost around $800,000, or $300,000 more than the amount of the authorized school bond issue. Attempts were made to contact additional construction firms in the hopes of a reduced figure, but no satisfactory bids were forthcoming. Meanwhile, the construction of the junior high school had become a political issue, and the Board of School

Visitors sought to clarify the matter by a public referendum. A small fraction of the voting population participated in the referendum which resulted in a 431-414 vote against construction of the junior high school at that time. Although the referendum was not binding, the Board of School Visitors voted in April, 1921, to reject all bids and return the checks to the bidders. The discussion of the junior high school during this period seems to have been tied in with the controversy over high school control. Had the junior high school been built, it would have placed under the Board of School Visitors the first year of the secondary education program.

The referendum in respect to the junior high school did not close the matter. The pressure upon existing school plant facilities of the enlarged enrollment which accompanied the gradual population rise of New London caused the question to arise repeatedly in the years following 1921. The failure to get the junior high school built prompted proposals for a separate tax levy on the part of the school board and for freedom from "Council interference," and frequently precipitated a renewal of the allied problem of high school control. In 1923 the Board of School Visitors attempted to secure approval from the Council for part-construction of the junior high school to ease a pressure created by an estimated enrollment in the public schools for the coming school year of over 600 more than fixed seating capacity. The Council proposed an inquiry into the cost of the proposal, but no construction was forthcoming. Another public referendum on the matter held in April, 1924, revealed a 2008 to 877 vote against construction.

After the second referendum against construction of the junior high school, attention was again turned towards the private high schools. The Board of School Visitors appealed to the State Commissioner of Education

in August, 1924, to have a survey made of the local high schools, under the direction of the State Department of Education, if possible. The Commissioner replied in September that although the Department had no secondary education supervisor, he would give it his attention if conditions should make it advisable. Later the State Department of Education acquired a secondary education supervisor, and he wrote the Board of School Visitors in 1925 of one of the high schools that it was "doing a good type of secondary work. The school is well administered and supervised." The State Department of Education had, of course, been regularly approving the three New London high schools for secondary work. This approval was necessary before any high school could accept pupils for whom a sending town paid tuition charges.

5.

The New London High School of Commerce

By 1926 the Board of School Visitors seems to have become discouraged over the possibility of increased coordination of the public and private schools. In February of this year, at a meeting of the Board general consensus of the members was reported to be that "by a gradual enlargement of the School of Commerce they might relieve the high school situation and develop an amicable arrangement of cooperation with the high schools."

None of the high schools offered a program in commercial education, and the Board of School Visitor's program had begun on a small scale in 1912. By 1921 the city School of Commerce offered about two years of post-grammar school instruction in commercial subjects. The failure to achieve the construction of a junior high school and to achieve a unified high school program coordinated with the public grade schools gave rise to the idea of developing the School of Commerce into a city high school. In

1926 the decision to set up a four year program for a city High School of Commerce was made, with the intention of developing it as soon as possible into a full-scale general high school.

Before the final decision to set up a four year High School of Commerce was made, a counter-proposal appeared, apparently emanating from the high school trustees. This proposal involved the retention of the two-year program of the School of Commerce and sufficient coordination of educational units in New London so that students could pass freely from one to another. The latter proposal was made particularly in respect to School of Commerce pupils' being able to transfer to one of the high schools and receive credit for work already done towards a high school diploma. The State Department of Education was to be asked to advise about the proposed coordination. This counter-proposal, made to the Board of School Visitors, seems to have been shelved. The State Department of Education, however, was contacted, and a recommendation was finally made in 1928 by the secondary education supervisor that a nine-man board composed of representatives of both the Board of School Visitors and the high schools trustees (3 and 6, respectively) be given full power over the high schools.

When the School of Commerce opened in the fall of 1926, it offered a four year program, with two alternative courses of study: a college preparatory curriculum and a commercial curriculum with some academic subjects required. From 1921 to 1926 the School of Commerce had been housed in the Harris Building of Williams Memorial Institute; with the institution of the four year program the High School of Commerce moved to the top floor of the recently completed Jennings School, a grammar school building built with part of the bond money raised for the junior high school.

The Board of School Visitors continued their efforts to make the

High School of Commerce a general city high school, but poor facilities, lack of sufficient funds, and increasing opposition made the goal difficult to achieve. The new high school was the center of continual controversy, the discussion frequently branching out into the question of city support and private control of the endowed high schools. A falling enrollment in the High School of Commerce for the years 1928 and 1929 caused a high per capita cost which came in for severe criticism, particularly from the City Council. By the early part of 1930 those opposed to the continuation of the High School of Commerce had gained sufficient support so that the City Council issued an order to the Board of School Visitors not to make any contracts for 1930-31 in regard to the High School. Vigorous discussion of the matter continued during the spring of this year. The Council's action prompted a plea from the Board of School Visitors that its position be clarified. A spokesman for the Board recommended that since it was an elective body, it should be directly responsible to the people and have its own tax levy.

In March, 1930, a joint meeting of the City Council, high school trustees, and the Board of School Visitors was held to discuss the question of continuing the High School of Commerce. In the discussion at the meeting the City Council, with the exception of one councilor, seemed disposed to discontinue the school; the Board of School Visitors argued for continuation; and the members of the high school boards of trustees maintained a cautious neutrality. The spokesmen for the Council objected to the excessive cost of the High School of Commerce and suggested that the pupils and functions be absorbed by the other three schools. Those favoring continuation explained the high cost by pointing out that it had not been operating very long; it was claimed that the quality of instruction was improving steadily. A proposal made at this time for a committee to

unify the high schools was objected to by one of the high school trustees on the grounds that it had been tried before and was not practicable.

Conferences and discussions continued throughout April and May of 1930. In the early part of June the Board of School Visitors received a somewhat belated notification from the State Commissioner of Education that the High School of Commerce had been approved as a four year secondary school on March 5, 1930. The Commissioner indicated his full support of the Board's work in its efforts to establish a city-controlled secondary school. Shortly afterwards, the Board received a letter from the City Council requesting that the High School of Commerce be discontinued. After a heated discussion of what was referred to as Council interference, the Board of School Visitors finally voted that in view of the fact that the Council held the purse strings, they would not try to re-open the High School of Commerce. At what seems to have been the direct request of the City Council, Williams Memorial Institute agreed to take over the instruction in typewriting and bookkeeping. At the same time that the decision was being made to abolish the city High School of Commerce, Williams Memorial Institute was beginning to ask for $150,000 from the city for a new auditorium building.

6.

The Proposed Charter Amendment

When the issue over the High School of Commerce was being decided definitely in favor of abandonment during the month of June, 1930, attention once again was turned to the endowed high schools. Proposals were made again that they either be brought under the control of the Board of Visitors or be consolidated. Spokesmen for the endowed schools voiced their objections both against control and against consolidation, although consolidation of Bulkeley and Williams Memorial Institute had been talked unify the high schools was objected to by the High School trustees on the grounds that it had been tried before and was not practicable.

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Failure of discussion at this time to lead to any change induced the Board of School Visitors to draw up a proposal for an amendment to the City Charter in January, 1931. This amendment would have changed the City Charter 1) to give the Board of School Visitors power, after public hearings, to set the educational budget without alteration by the Council; 2) to give the Board of School Visitors partial control over the high schools through requiring Board approval of the high school budgets; and, 3) to have full control over the expenditure of educational funds once budgeted and appropriated. The objections which were raised to this proposed amendment in the legislative hearings caused the Board to remove the provision for control over the high school budgets and modify the rest so that in effect the modified amendment asked merely for full control of expenditures after appropriation. Even this modified form, however, was not acceptable to the opposition and the charter amendment failed to get enacted.

7.

Free Textbooks for the High Schools

A New London high school boy's complaint to the State Board of Education in February, 1932, that he was not being supplied with free text books brought an allegation from the State Board's legal counsel that New London schools were not being conducted in compliance with the law. Study of the problem by the city's director at law resulted in the opinion that while there did not seem to be a specific legal obligation to supply texts to the high schools, the City of New London ought to supply the texts in of by the trustees during an earlier period. One of the trustees at this time suggested that a school administrator replace the present Board of School Visitors. If a board was necessary, he said, let the high school trustees act as a public school board.

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7.

Free Textbooks for the High Schools

A New London High school boy's complaint to the State Board of Education in February, 1932, that he was not being supplied with free text books brought an allegation from the State Board's legal counsel that New London schools were not being conducted in compliance with the law. Study of the problem by the city's director at law resulted in the opinion that while there did not seem to be a specific legal obligation to supply texts to the high schools, the City of New London ought to supply the texts in order to live up to the intention of the state statutes on the subject. The question of whether or not the City ought to supply high school students with texts brought a renewal of discussion of control and coordination. Although the Board of School Visitors recommended that the city supply pupils of the high schools with texts, it requested that some method of standardization of books be devised for the three high schools and that provision for coordination of the work in the grade schools and the high schools be made in respect to textbook usage.

8.

Buildings for Bulkeley and Williams Memorial Institute

During the early 1930's, even while the city High School of Commerce was being abandoned, it was apparent that the physical plant of the high schools was becoming increasingly inadequate to provide a proper school program for their increased enrollments. In the early part of 1933 requests of the high school trustees for assistance from the city had begun to take definite shape. After discussing the requests of the trustees of Bulkeley and Williams Memorial Institute for city assistance, the Board of School Visitors went on record as disapproving "the proposed additions to the Bulkeley School and Williams Memorial Institute and the use of the funds of the city for such purposes, because it is the opinion of this Board that the time has come when under prevailing conditions there should be established, maintained, and supported in the City of New London a high school for boys and girls of sufficient capacity to take care of their entire high school education in accordance with the Statutes of this state, and this Board further recommends that there be established and built as soon as plans can be devised and formulated, a new school building for high school education." In the last of March, 1933, a joint meeting of the City Council and the Board of School Visitors was held to discuss the proposed

assistance to the two high schools. It developed at this meeting that the Council had already committed itself to a $250,000 bond issue for the high school buildings. The Board of School Visitors expressed surprise over the fact that they had not been consulted about the bond issue. The issue was decided on May 15, 1933, in a heated meeting of the City Council. The Council voted five to two to approve the appropriations for the high school buildings. One of the five councilmen who voted in favor of the appropriation objected vigorously to the terms of the agreement to be drawn up with Williams Memorial Institute. He voted affirmatively, he said, because the city Director at Law had informed the Council that the only alternative to accepting the conditions was to build its own high school.

The agreement with Williams Memorial Institute provided for a loan of $150,000, to be used for a new building. The loan was to be repaid from income on endowed funds, not including the building fund and the replacement fund, and from no other source. The City, in accordance with this agreement, was to pay the annual operating deficit of Williams Memorial Institute during the period of the loan, provided that in computing these costs, the per capita cost did not exceed that of the other two high schools. Objections were made in the Council meeting at the time of the vote that City responsibility for the W. M. I. deficit made the loan in actuality a gift to the school and constituted a blank check for future operations. By virtue of this agreement Williams Memorial Institute has an arrangement with the City Council as to financial support of education which the city Board of School Visitors has never been able to achieve.

The agreement which the Council made with Bulkeley School was somewhat different. The contract called for a gift from the city of $100,000 for an additional plant, in return for which New London was to be charged ten dollars less for resident pupils than the tuition charge for non-

residents. The net effect of this was to shift slightly the burden of supporting Bulkeley School to the surrounding towns which sent pupils to Bulkeley.

9.

The New London High School Committee of 1933

In response to the need and the requests for increased coordination of the high schools, the trustees of the three high schools in June, 1933, set up the New London High School Committee. There was to be a "Joint Committee" composed of two trustees from each high school and the principals of the high schools, as well as a "Sub-committee" composed of the high school principals, the New London Superintendent of Schools, and supervisors of surrounding towns sending at least 25 students to the high schools. The City Manager of New London, the Chairman of the Finance Committee of the Council, the Superintendent of Schools of New London, the President of the Board of School Visitors, and others were invited to attend and discuss, without power. No recommendations were to be made to the trustees of each high school until unanimous decision had been reached by the Joint Committee, and any high school could withdraw from the Committee at any time.

The Board of School Visitors voted unanimously not to participate in the High School Committee. They explained that they had not been consulted about the Committee, that they did not have actual representation on it and hence no power to influence its decisions, and that there would be implied responsibility which they would not be able to fulfill. Several times in the 1920's the Board had voiced similar objections about their *ex officio* representation on the high school boards as suggesting to New London residents a responsibility which their minority position did not permit them to fulfill. The City Council urged their acceptance of the plan, but the Board did not change its position.

10.

An Addition to Chapman Technical High School

The question of appropriations for W. M. I. and Bulkeley for their new buildings was hardly out of the way when the crowded conditions and lack of facilities at Chapman Tech made it necessary for the trustees to appeal for funds from the city for plant expansion. In 1935 and 1936 the trustees of Chapman Tech appealed to the City Council to approve their request for a combined City loan and Federal Public Works Administration grant to finance an additional building. In December of 1936, the president of the Chapman Tech trustees requested that the Board of School Visitors recommend to the City Council that it cooperate in securing for Chapman Tech a Federal grant of 45% of the cost of the building and that the City provide a loan of at least $50,000, to be paid back out of increased tuition charges (paid mostly by the City). The Council at this time requested the Board of School Visitors to look into the matter and report back to the Council.

After the PWA had turned down the request because the school in question was privately controlled, it was suggested that the grant might be secured by having the City construct the building. The building was then to be leased to Chapman Tech, the City retaining the deed until the "loan" was repaid. The Board of School Visitors in 1937 voted not to approve the request of Chapman Tech. Later in 1938, they voted 3-2 to approve the location and plans of the proposed addition, but added that the Board "goes on record as disapproving the policy of building school buildings at public expense and turning them over to private trustees." Later the Public Works Administration again refused to make the grant because the city would not have permanent possession and because the

building was not to be under the control of a public school board. The Board of School Visitors took advantage of this situation to press for the erection of an auditorium and classroom building next to the Jennings School to cost about $225,000. If they obtained this, they proposed to give Nathan Hale School to Chapman Tech, provide the city with a public auditorium, take advantage of Federal PWA funds before they ran out, and relieve the crowded conditions as well as provide more adequate facilities for the 7th and 8th grades. This plan and variations of it were discussed for many months but Council approval could not be secured, so that eventually the plan was shelved.

Meanwhile the trustees of Chapman Tech had continued their efforts to secure a new building, with PWA funds if possible, or without, if a grant could not be secured. It became clear in October, 1938, that no federal funds could be secured for a private high school, and the City Council asked Chapman Tech trustees to submit a request for a loan from the City for additional construction. This was done and in February, 1939, an agreement was drawn up between the City and Chapman Tech providing for a loan of $125,000, to be repaid out of increased tuition. It was estimated at the time that about one-third of the cost would be borne by surrounding towns through increased tuition charges. The rest would be paid for by increased annual appropriations of the City of New London. The City of New London thus came to the end of the 1935-39 period of discussion over new school buildings without having secured a grant-in-aid from the Public Works Administration.

11.

Recent Developments

The National Defense Program and the requirements of the recent war tended to push the question of high school control into the background.

As the war drew to a close in 1946 opinion was voiced again that steps ought to be taken to improve education in New London. Meetings of the City Council and the Board of School Visitors were held for the purpose of "securing joint cooperation to study the educational needs of the community." Recommendations for redistricting and the organization of two junior high schools, utilizing existing facilities, were presented by the Superintendent of Schools. During the post-war period efforts were again made "to do something about the high school situation," culminating in the decision to have the Yale Department of Education head up a survey of several aspects of New London education. In the summer of 1948, a new effort at coordination of the public and private schools was made at the instigation of the Board of School Visitors: the formation of a High School Committee designed to help integrate the policies of the high schools among themselves and with the schools under the control of the Board of School Visitors. In contrast to the High School Committee of 1933, the new one has on it two members of the Board of School Visitors in addition to two members of each of the high school boards. The Board of School Visitors has been active in the new committee, and the evidence suggests that the committee has made accomplishments towards greater integration of the New London educational program. The recent character of New London secondary education is, of course, more fully described in other sections of the survey.

Section I
Chapter II

PUBLIC CONTROL AND SUPPORT OF EDUCATION IN A DEMOCRATIC COMMUNITY

1.
The Underlying Issues

A community organized along democratic lines has certain rights and responsibilities in respect to the control and support of education which are derived from the very nature of a democratic society. It will be the concern of this section of the report to clarify these rights and responsibilities. To do this does not involve a consideration as to whether privately supported schools are justifiable in a democratic community. This is another issue entirely. Indeed, those who favor private schools have made an impressive case to the effect that the general values of democracy are likely to be better preserved in the long run if private schools are able to maintain themselves. The problem, then, is not to determine whether private schools ought or ought not to exist; it is to shed light on the question of whether or not a local community, in view of the rights and responsibilities that follow from its avowal of democratic principles, is acting in its own and in its children's best interests in putting beyond its effective control any important segment of the education of its children which it has the capacity to undertake and carry out.

2.
Democracy and Education

Democracy is more than a form of government. It is a manner of associated living, involving a broad pattern of those ideas for social relationships which hold promise for increased human satisfaction. Democracy is at the same time a theory of human possibilities and a theory of what constitutes a good society. The democratic point of view places a great deal of

faith in the individual and accords maximum respect for his views and his preferences.

The achievement of a truly democratic society requires a democratic education. The general character of a society--its institutions, its way of life--will influence the sort of education carried on by its schools and in turn will be influenced by this education. A society organized along rigid class lines, with a governing class at the top, will necessarily have an educational system which tends to preserve the attitudes and behavior patterns characteristic of such a society, if it is to maintain its rigid social class structure. A dictator-led society will encourage educational practices which support the principle of authority and unquestioned obedience. In the same way, the very nature of a society committed to working its destiny out along democratic lines has some fairly definite meanings for education in such a society.

The democratic emphasis on individuals and persons is reflected in the enriched and deepened conceptions of democratic education to be found in the best educational theory, policies, and practice today. These practices, actual and potential, over which control is to be exercised and for which financial support is to be provided, need to be kept clearly in mind. It is important that we know the sort of thing which is, or is not, to come under public control. To assist in this it would be useful at this point to note some of the paths along which achievement is currently being sought in respect to democratic education. The ideal goal, which helps to shape the practices of the schools, as a practicing democratic segment of society--democracy in miniature--eliminating as far as possible those features which seem to make for barriers in human communication, avoidable inequalities, discriminatory practices, and other obstacles to the fullest type of human development. These features have characterized our schools frequently in the past and are still present to a disturbing degree. Some of the most important faith in the individual and accords maximum respect for his views and his preferences.

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1. To expand the ideal of equality of opportunity beyond merely "the opportunity to go to school." We need to ensure that schools are the sorts of places which can provide opportunities for development for all individuals, and not just for development along intellectual or narrow vocational lines.

2. The ideal of equality of educational opportunity involves recognizing human diversity in aptitudes, abilities, purposes, and non-school circumstances, and consequently giving each individual as much opportunity as possible to be educated in a manner which makes the most of his potentialities.

3. To develop in each individual a respect for the worth of other persons, their needs and their rights, especially by treating each individual in the school as a person, and not merely as a name in the record book or an inferior in the school hierarchy.

4. To provide in the schools experience which has as its outcome the development of attitudes, knowledge, and social skills necessary for co-operative group living. This involves education not only for desirable face-to-face relationships but also for citizenship of the broader sort: regional, national, and world citizenship.

5. To educate "for intelligent choice." A democratic society by its very nature offers many alternatives within a common framework, about which the individual must make up his mind. The experience the individual has in school should not only present him with the range of possible choices, vocational and other, but contribute to the production of a discriminating ability to choose desirable ends and appropriate means to achieve these ends.

It is unnecessary to emphasize the fact that the difficulties involved in the achievement of these aims for democratic education are great. The obstacles

in the way of making recognizable headway towards these goals, however, are not insurmountable. Schools already have made gains in this direction which are not insignificant. The question may be raised here whether the citizens of a community can safely put beyond their control an agency like the school with potentialities of such magnitude.

3.

The Role of Public Education in the United States

To help bring about in practice the ideals of democratic society, Americans have traditionally placed a great deal of faith in the power of a system of schools open to all free of charge. Even though this faith has at times been expressed in vastly overoptimistic terms, universal, free, public education has unquestionably been an important influence in shaping the American culture pattern along increasingly democratic lines. Combined with the effect of a rapidly expanding economy free from the limiting restrictions of European feudalism, our public schools have helped to provide and maintain a fluid, flexible, open-class social structure. We do not have a classless society, but our social class lines are hard to define, and movement from one social class to another is relatively easy, allowing a real possibility for the individual to attain personal satisfaction and a position in society commensurate with his efforts and ability. The fact that historically our schools have been increasingly open to all on a substantially equal basis has helped to reduce the inequities and injustices stemming from the accidents of birth and chance environmental conditions. The general acceptance of at least twelve years of education as a right for all Americans has placed side by side the children of parents exhibiting a variety of ethnic backgrounds, economic circumstances, and social attainments. This situation has provided for the development of increased understanding and more intimate contact between individuals who might otherwise have been separated by social and cultural barriers which foster antagonisms and discriminatory attitudes

and practices. Twelve common years of school have done perhaps more than anything else towards the assimilation into the general American culture pattern of the large numbers of citizens of foreign countries who have taken up residence in the United States.

These things have universal, free education, publicly supported and controlled, contributed to in the historical development of the United States. The public character of this education has operated to provide the financial means for this gigantic educational undertaking, in addition to helping to guarantee, by virtue of popular control, that the schools continue to be maintained on a free and universal basis. American history is by no means free of examples of attempts to regress to an educational pattern subtly or overtly aristocratic in character. The nature of our public education has helped to minimize the control or excessive influence upon the schools by any narrow, exclusive economic, political, or social group, making it more nearly possible to provide adequately and without undue prejudicial bias an educational program which meets the needs of all American youth and not just a selected group.

4.

Popular Sovereignty and Education

Although democracy is narrowly thought of merely as a mode of government, historically, political democracy has usually paved the way for broader interpretations, and it is constantly needed to preserve the possibility of democratic relations in other areas. The very essence of political democracy is popular sovereignty. Today this sovereignty can seldom be exercised directly. Once society outgrows the town meeting stage, democratic government must be carried on largely through representative processes. A critically important principle in representative democracy is that whenever authority is delegated to representatives, the representation should be so set up as to ensure frequent review of the way in which the delegated

authority is being carried out, with provision for the recall of the representative in case of dissatisfaction. In other words, representatives to whom authority is delegated should be kept responsible to those from whom the authority stems. The principle of popular sovereignty necessitates that all lines of delegated authority eventuate from the people, and for its effective operation these lines should be kept as simple and as direct as possible.

The effective operation of the principle of popular sovereignty also requires the effort and intelligent interest of the people. Very early in our national history it was seen that nothing less than universal education could provide the enlightened citizenry capable of exercising in a workable manner the broad directive functions proper to those in whom ultimate sovereignty is located. This gives the schools a vitally important role in respect to sound democratic functioning. The people of an American community are in a position where they must fully exercise their sovereignty in the field of education to ensure that the new generation is not made any less capable of intelligent exercise of the sovereignty which is theirs by democratic right. If the citizens of a community are lax in asserting their rights or in fulfilling their obligations to maintain the very best schools possible, to that extent they are endangering the ability of the youth of the community to play their part as citizens in a democracy.

From the foregoing it follows that if the schools are to be an instrument for the advancement of democracy through the opportunity to acquire the knowledge and attitudes necessary to good citizenship, the control of education may be delegated beyond recall only at the risk of losing one of the essential means of making democracy work. The democratic principle in educational control requires that no individual or group with anything less than the educational welfare of all at heart should have authority over the schools. The practical way to secure this situation to the greatest possible degree is authority is being carried out, with provision for the recall of the representative in case of dissatisfaction. In other words, representatives to whom authority is delegated should be kept responsible to those from whom the authority stems. The principle of popular sovereignty necessitates that all lines of delegated authority eventuate from the people, and for its effective operation these lines should be kept as simple and as direct as possible.

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5. Control in Relation to Financial Support

The principle that educational control must accompany the financial support of the schools is another way of saying, "No taxation without representation." It is also a special application of the more general statement: -- the democratic point of view requires that every individual have an opportunity to participate in decisions which have an effect upon him, with due consideration for his technical competence and the directness of his interest. Educational decisions affect directly the children of a community, and their parents are presumed to act in their behalf. Educational decisions also affect the community as a whole, especially in respect to financial support, so that all citizens under the principle stated above have a right to participate in these educational decisions. The legal structure of the United States in respect to education is such that this principle may to a considerable extent be carried out in practice. This fairly direct control over educational monies and practices on a local basis is a right which should not be lightly foregone.

Education in the United States has been construed, in accordance with the tenth Amendment to the Constitution, to be one of the powers "reserved to the States, respectively, or to the people." The individual states have conceived broad plans of a minimum nature and left the determination of all features other than the required minimum to the local community acting as a school district. The community elects its educational representatives to the local school board, which formulates broad policy as a delegated agent both of the community and of the state. The school board is thus held responsible by the state for fulfilling the minimum requirements it has laid down. It is also held responsible to the citizens of the community to

establish the kind of school system they want to have. Within the broad pattern laid down by the state, the local American community is given the possibility of working out an educational program which fits the needs of the local community as its citizens see these needs. Should the school board's area of responsibility be encroached upon by an agency of the local government, or should an entire educational segment be removed from the control of the school board, the lines of responsibility become blurred and indistinct, and the ability of the citizens of the community to express themselves becomes correspondingly less.

The local school board, although chosen by the citizens of the local school district, is legally an agency of the state, which merely delegates some of its educational powers to the local district. The state, through legislative process, has the right to withdraw all or any part of the educational authority delegated to the local districts. Where communities are lax in exercising their rights and in fulfilling their responsibilities in relation to education, there is always the chance that some or all of these prerogatives may be taken away. The local communities have an opportunity in their educational powers to maintain close watch over an area of social functioning which has perhaps more promise than any other for the advancement of the general welfare. The state requires a certain minimum educational program for each child; the community's own self-interest would seem to suggest that clear-cut control ought to be exercised over the way in which the money is to be spent for this and any additional program which the community provides. To put up the money for the schools without the corresponding control is to lose effective power to influence the practices of the schools. Only the general power of holding the purse strings is left, which in actual practice usually means that responsibility is so difficult to assess that desired changes are difficult to effect. Popular sovereignty becomes a mere empty slogan when the means are not utilized for making the agents of the

the people responsive to the general wishes of the people. It should be borne in mind that any agency which conducts the schools, public or private, is doing so under authority delegated by the parents--the citizens of the community. Unused democratic rights are apt to be soon lost altogether.

6.
The Value of a Unified Educational Program

Still another important reason for the local community to retain clear control over all important aspects of education to which it is legally entitled and which it is financially capable of carrying out lies in the desirability of having a school system which is co-ordinated in terms of purpose and practice from beginning to end. Where control is not retained over the whole range of the local educational program, there exists the danger that one segment will not fit very well with another. Voluntary co-operative measures may mitigate this deficiency, but seldom does this result in the fundamental ordering of the whole system in terms of a single unified set of purposes carried out consistently in the actual school program. Sufficient difficulties exist in achieving this sort of educational unity where responsibility for the whole program is centered in one agency. The difficulties are multiplied many times where there are two or more agencies, partly or fully independent of each other, conducting different levels of the school program. If we want the child's learning to have that inner consistency and unity which is called integration we would do well to provide an integrated school system to help make it possible.

7.
Conclusion

The question at issue in the foregoing pages has been whether or not the citizens of a local community are exercising their full rights and undertaking their highest responsibilities in a democratic society when they delegate beyond effective control all or any portion of the authority over the

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education of their children which is legally permissible. The analysis in these pages has shown that rather direct democratic control is possible at the local level in the United States, and that this situation places grave responsibility in the hands of the citizens of the local community to see that 1) a sound educational program in democratic terms is provided, and 2) that the directive functions of the people are not usurped by or turned over to others with narrower interests who are not directly and clearly responsible to the people of the community.

The critically important role which the schools play in a democracy has been pointed out. The free institutions upon which we Americans pride ourselves as the unique essence of our society are neither perfect nor subject to automatic continuation. We rely on our schools to contribute to the extension of the democratic way of life: to provide a better life as well as to provide it for an increasing number of individuals. Furthermore, we regard our schools, together with the family, as basic in the process of maintaining for each new generation such achievements as we have made in the past in democratic living. This function it is held, is too vital to entrust to those not directly responsive to the desires of the citizens of the community.

Two fundamental convictions inherent in the American democratic culture pattern are involved in the question of public control and support of education. One is the general American faith in the ability of the schools to operate as instruments for maintaining and furthering the democratic way of life. The other is the deeply rooted idea that those who are not fairly directly responsible to the people can not be counted on to act consistently for the general welfare as the people themselves see it. If there is anything to democracy at all, it is that the people can be counted on, in the long run, to know their interests best. If they are given freedom, responsibility, and access to all points of view as well as to the facts, the people will make

better choices than others can make for them. Technical matters, of course, are the province of experts; but even here there is the danger that popular sovereignty will be invaded in the name of technical decisions. Policy determinable by the people ought thus to be broadly construed and technical knowledge narrowly construed. An educational system in which not only the technical matters but also questions of broad educational policy are decided upon without reference to those upon whom the decisions will have the greatest impact--such a system is paternalism or authoritarianism, not democracy. The whole idea of responsible government is denied where no substantial check on the formulators of educational policy in a community is permitted.

Section I
Chapter III

THE CHARACTERISTICS OF GOOD SECONDARY SCHOOLS

1.

Americans, despite a lurking pessimism about the future of the world, have a boundless faith in their schools; they think that education is a great thing - the sinecure for all ills. Not an unusual thought, since Erasmus was among the first to point the way to salvation through education, nevertheless, it represents the attitude of parents toward the importance of schools. Diplomas, certificates, degrees and final graduation are achieved, almost, in the same spirit of competition that characterizes the business world. In the academic success of their children parents see their own longings fulfilled. Education is considered to be a desirable possession that pays big dividends socially and economically. There is, indeed, no distrust of the value of our schools.

As with other phases of life certain notions and superstitions regarding education have become ingrown through years of uncritical acceptance of our schooling. Many people still judge education to be a sort of commodity. That is, education is something that is acquired, like an article of adornment or a piece of furniture; the school is the place to get the education, while a store stocks the other products. Education is, of course, a much more sublime possession; it is a "good" thing to have; and no parent would consider its acquisition on a par with that of merchandise. Another peculiar assumption is that what one learns outside of school is not really education; "real" learning is to be had only in the classroom. More puzzling still is the quiet consent given by so many parents to having their youngsters taught a routine of studies simply because those studies have conventionally come to be known as hallmarks of the educated person.

Education is thus considered to be a specific operation, like an innoculation or a vaccination. How often people have twitted that they "had" Latin, but it didn't "take"! Like chicken pox, they "had" geometry, and are in no danger of having it again!

We must understand that our youngsters are not receptacles into which studies are to be crammed. Education is an abstract matter; it pertains to human growth in all its parts; it cannot be separated from the total life experience of any of us; it is a fundamental, but not a sovereign, element of our entire culture.

Education has in recent years descended from the clouds and set its booth on Main street. Every weekday morning over eight million young Americans find their way to secondary schools. Books in hand, and many with musical instruments, sporting equipment, posters, tool boxes and all manner of educational realia, our high school youth enter buildings that in a very telling way reflect the attitude of their community toward their schools.

Within the precincts of these new buildings activity much more vital and purposeful is to be found than in other years, and it takes place in the school's laboratories, workshops, library, swimming pool, and playing fields, as well as in its classrooms. And what of the classrooms themselves? A brighter cheerier atmosphere prevails. Student art decorates the light-colored walls; a warmer feeling of cooperation between student and teacher reflects the democratic processes of our society and the latest findings on how best we may learn.

Not all high schools, of course, are up to date, either in structure or in method. For many reasons they cling, or have to cling, to the dictates of tradition and to the will of an often inert and disinterested local citizenry. Educational progress has by-passed many a community, and citizens

have become alerted only when their school product is found to be deficient; that is, when the damage has already been done.

2.

What is this educational progress, and why should the American public be concerned? High school enrollments in the United States have multiplied many times in the last generation. To house this tremendous influx, thousands of buildings have been constructed, at least one thousand of them having cost a million dollars or more. As phenomenal as this growth has been, it has taken place with comparatively little fanfare. Aside from the visible manifestations within their own locality, most Americans are practically unaware of it.

Increased enrollments have brought an entirely different type of student body into our high schools. Where formerly the secondary school was a selective institution, the chief purpose of which was college preparation, the modern school must adapt its program to a school-leaving age that has been raised in most instances to the sixteenth and even the eighteenth birthday. The high school is no longer a bridge to a more exalted form of education; it is essentially a final, terminal experience in itself shared by 70% of American youth. This means that it is upon our high school students, more so than any other group, that the future of American democracy must depend.

It follows that the problems of secondary education are vastly different from what they were a generation ago. The pressure of modern technology and the effect of social reforms have radically altered the attitudes of our youth. Techniques, procedures, gadgets and devices that once dwelt in the realm of fancy have now become a reality for our off-spring. The youthful mind is a mind attuned to airplanes, atomic energy, diesel engines, television, social security, and trade unions. Our young people

need to specialize more than did their elders; yet their knowledge must be more comprehensive. They must be more scientific; yet their appreciations must be broader. Old, time-tested values are not thereby lost; but their only way of preservation lies in constantly reinterpreting them. Traditional education, far from disappearing, finds new vitality and relevance in supporting the present and future needs of youth.

The last two decades have produced educational programs which tend to coordinate the aims of earlier experimental secondary schooling. It is now fairly generally agreed, for example, that the school should extend its influence over more of the student's working day. This does not necessarily mean crowding more studies into the curriculum; rather, the program of the school now includes more extra-curricular activities, more projects of an informal nature, and a greater concentration on part-time work in commerce and industry. Influenced by collection campaigns, scrap pile drives, the sale of government bonds, and other student services during the recent war, the school has also extended its endeavors to many realms of civic activity, and to areas involving the productive use of leisure time - teen age clubs and youth taverns, for example. Sports have increased in importance, especially in their appeal to public audiences. Dramatic and musical presentations, broadcasting, and all sorts of student-operated entertainment have become a part of the secondary school program.

The important factor in all this curricular and extra-curricular extension is that the impetus has come in large part from the students, who instinctively seek a broader and more comprehensive training than that afforded by straight subject matter. Still more important is the closer bond that this movement establishes between the school and the community. Good schoolmen welcome community relations and integrate their more important aspects into the regular school program.

Extended school activities also provide additional ways of learning such important matters as handling business transactions, getting along with others, developing a sympathetic social sense, and recognizing one's obligations toward the success of the American way of life. These attributes cannot all be acquired through textbooks and classroom activity. School newspapers, for example, are being used to teach several types of skills and experiences from the art of objective, accurate reporting to business management and type-setting. Newspaper work is one of the most useful and beneficial methods of learning to write English; it draws on all fields of learning in a most practical way. For that matter, good business management is essential in all school organizations. Budgets and expense accounts are demanded of students and faculty advisers in every well-run school.

Even greater changes have taken place within the classroom proper, where the formality of old time methods is giving way to what has been called a more socialized approach. The teacher no longer monopolizes the instruction. Very often students preside over the class and present the results of individual and group investigations, performed under the guidance of the teacher. Modern classroom procedures are now much more human and lifelike; rare is the student who feels left out of things. Should the learning become dull or ineffective, the resourceful teacher shifts her approach and uses other methods. As the modern school progresses, there is less recitation, less memorizing, less reliance on the single textbook. What is memorized or drilled must have purpose and meaning; rote memorizing and drill simply for the sake of training the mind are found to be of little value.

For now we know that the mind is not developed that way; learning to think consists mostly of learning to think about something that the learner has actually experienced or cares to experience. The accomplished teacher

knows how thinking and learning are helped by such psychological concepts as "association"; he knows the methods that lead to "learning retention" - remembering what is learned for an appreciable length of time. He also knows that mental training is to be exercised not so much by a study of courses that have disciplinary value, but through instruction and guidance in the best methods of studying. That is why work is often assigned to students in units rather than by pages in a book. There is a certain completeness, a certain end-point, about a unit, which, when mastered, constitutes a body of learning that is retained in its entirety rather than in its separate parts. That is also why projects are assigned, either to groups or to individuals. Projects, or problems, enable the student to achieve solutions of his own accord but with the aid of the teacher and varied types of instructional materials. Problems solved, solutions reached by students as a result of their own efforts always have greater meaning; the knowledge thus acquired is retained longer.

Gone, too, is the old type of report card which bleakly announced the numerical or letter grade in each of the subjects studied, and limited itself otherwise to effort, conduct and attendance. Instead, marks and grades are no longer an end in themselves; they are designed to give meaning to a student's progress. They bring out the character, quality and measure of growth, not only in academic achievement but in other fields related to school life. The parent now knows more than he used to about the all-round development of his youngster as his teachers see him. In some instances, report cards have actually been abolished in favor of conferences between parents and teachers. The evaluation of a student's work is, of course, recorded for future reference, since employers demand an appraisal system they can readily comprehend. The modern school maintains a "cumulative record" card for every student.

The diploma is now awarded on a wider basis of evaluation, so that although the acquisition of a certain number of points corresponding to the subjects studied still remains the chief criterion, wider provisions exist for including other activities and informal learnings, expecially in the case of students not preparing for college. At first glance it would seem that such procedures make high school diplomas easier to get; actually, students put sincere effort and intense interest into these activities with the result that more learning is acquired. Modern educators are confident that the present high school diploma is actually superior to that of its predecessor in the amount and kind of accomplishment it represents. At any rate, student achievement is now assessed by measures other than those confined to success in academic work, and it takes far more nowadays for the student to be an all-round success in high school life than it did formerly. The challenges are greater and more varied; it is consequently no longer realistic or practical to set graduation requirements that are rigid and the same for all students.

3.

So much for the more concrete changes in high school life. There are also changes of a more theoretical nature.

No one denies the vital influence of education on the American way of life. Thomas Jefferson was among the first to give expression to the idea: "If a nation expects to be ignorant and free...it expects what never was and never will be... There is no safe deposit (for the functions of government) but with the people themselves; nor can they be safe with them without information."

The fundamental dependence of democracy on education is taken for granted. Our educational progress has evolved in concert with our political and social institutions; our schools are designed to further, and

in part actually influence, the development of these institutions. This means that American education adapts its program to the changes encountered in America's dynamic democracy.

We are also fairly much agreed on the need to educate as many people as possible. The question is, how long should they be educated at public expense? Is there a point of diminishing returns, a point at which, for some people, formal education is no longer productive? Should all our youngsters be educated through secondary school, or should secondary schooling be more selective? There is also the matter of whether individuals would be trained primarily for their own success or for the welfare of society. That is, when the decision has to be made, which is the more important - the individual or society?

Finally, within the school proper, are we providing too varied a curriculum or should it feature the more common learnings? To what extent should it be concerned with advanced training as against a preparation for an immediate future occupation?

The American secondary school is naturally a composite of the old and the new. Our teachers and administrators are mostly products of an educational system that featured five pillars of knowledge: English, foreign languages, history, mathematics, and the physical sciences. Their academic training was essentially formal; they were taught formal grammar, parsing, math formulas, dates, etc., and memoriter learning was one of the most important methods used. It is quite understandable that their educational thinking has been conditioned accordingly. Most modern teachers, however, refuse to be unduly influenced by the methods used on them, and rather than simply hand down what they have acquired, adapt their teaching to the newer methods and content of learning. They do not discard the good in their education; they eliminate the bad and draw on the good for its value

in modern practice. They are reconciled to the idea that new learnings must be taught in new ways.

Ideas on modern education are rooted in tradition. Ben Franklin, for example, considered that education should be a foundation for family happiness; it should "prosper the community" and provide for "public servers." He proposed that youths be taught less Latin, and more geography, farming, commerce and mechanics. Spencer thought that education should "enoble the individual"; it should lead to healthy self-preservation, and should include vocational training, the teaching of social relations, the proper use of leisure time, and the "gratification of taste and feeling".

In 1918, when most adults of today were in school, the consensus of American educators was that educational aims should be seven-fold. They should include the knowledge necessary for health, a command of fundamental learnings, worthy home membership, citizenship, vocation, use of leisure time, and the development of an ethical sense. Called the "Seven Cardinal Principles of Education", these principles were in reality a reinterpretation and coordination of aims that had been advanced for centuries. Recent developments find their most immediate roots in these Seven Cardinal Principles.

It is a commonplace nowadays for educators to tell how they no longer teach mathematics; rather they teach Johnnie mathematics. In other words, what counts is the individual rather than the subject matter. We are now convinced that a youngster can hardly be expected to generate a live interest in studies that fail to strike a responsive chord within him; he does best in subjects he likes and wants to learn. Certain fundamental studies must, of course, be taught, but they are best approached in a manner suited more to the individual or to the small group than to a fixed syllabus. The modern school has abandoned the classical idea that a subject must be "taught" in modern practice. They are reconciled to the idea that new learnings must be taught in new ways.

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Too much concentration on the individual leads to the criticism that we are over-specializing our product. To combat this, modern educators not only develop individual talent, but instill in youngsters a sense of political and social consciousness. ("That which is not good for the swarm, neither is it good for the bee.") The student is taught to give of his particular talents in return for the freedom and security he receives from society. Security is bought only at the price of service. Personality, we are told, is the mirror of society; without the community, talents and skills are of little avail.

Community projects are beginning to occupy a greater place in high school courses. Students are now being given on-the-spot introductions to the problems of labor amd management, slum clearance, and racial issues. They visit traditional landmarks, monuments, and works of art that testify to the growth of their community and nation. Teaching explains not only what our political and economic system is, but how it got that way, what it has accomplished, and needs to accomplish, where its weaknesses and strengths lie, and what dangers constantly lurk in the wake of those who neglect their political responsibility. The world's problems, too, are ours to cope with.

4.

In American education equality of opportunity is the ideal, and that means providing an education for the rich and for the poor, for all races and creeds, and for the slow as well as the brilliant student.

The previous chapter has discussed the broader implications of the equality of educational opportunity. This equality is achieved only if the community fully realizes its moral and legal obligations. The history of school administration conclusively shows that local school boards are in favor of making it more enjoyable for young people to learn than not to learn.

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extremely jealous of their control over education; they will not release it to the federal government. It follows, then, that if such a legislative arrangement is to be beneficial, local authorities are duty-bound to make the same or better provision for their schools than would the federal government. It is manifestly unjust for a local government to preserve a right, only to exercise that right in a manner detrimental to the progress of the nation's schooling. Why should our children have only a second best when better can be provided?

A generation ago the limited program of the schools meant a limited financial outlay that did not assume the proportions of today's budget. Yet no community can expect to foster educational growth and restrict the wherewithal to bring it about. It has already been stated that the good school system is not necessarily the one which receives the most money for its support, but rather the one which puts its funds to wisest use. The good school system examines its machinery with a critical and constructive eye; it eliminates waste and inefficiency. It rejects as damaging to the coming generation all appointments of personnel and awarding of business contracts on a basis of purely personal interest or patronage. The layman or the professional who uses his position for purposes other than the betterment of schools and the wholesome progress of youth training betrays the faith and trust of the younger generation. American youth must not find their schools to be a false promise.

Equality of opportunity also means that the good school system is constantly alert to provide the best in personnel. Not that the highest paid teachers and administrators are necessarily the best. But no community can afford to adopt unreasonable attitudes toward their school personnel, either in matters of salary or of social relationships. The teacher is a free individual in a free society, and is entitled to the freedom of move-

ment enjoyed by any respectable citizen. How else can a teacher learn the facts of life that he must impart to his charges? What profit is there in developing sheltered personalities who are expected to nourish adolescent growth?

Equality of educational opportunity within the school means providing the type of studies and experiences demanded by various types of individuals. The modern school does not discriminate among its courses of study by awarding greater status to any one branch. It eliminates hierarchies of respectability in its programs of study and enables students to make free choices. Caste and class distinctions, if not eliminated entirely, are at least frowned on; discrimination does not stand between talent and the expression of it. The sensible school program caters equally to all types of educational preparation and instills in its students an understanding that all honorable occupations are equally respectable and mutually dependent.

For today we know that high IQ's and academic knowledge are not necessarily related; talent and creativity are often quite removed from purely scholastic prowess. We also know that there are types of power which can be measured by objective tests other than those related to purely verbal or literary achievement. It follows that the good school provides the amount and kind of educational experience that enables students to develop whatever native talents they have without fear of subject matter discrimination on the part of the school.

5.

So great has been the zeal of many educators to guarantee the education of the individual that the tendency has been to concentrate on the education of the slow student, the feeling being that the brilliant student will take care of himself. The modern school caters equally to both types.

Psychology reveals that even the slowest student is capable of learning up to his eighteenth birthday or thereabouts. School programs should be set up, therefore, with the understanding that the saturation point in learning is rarely to be reached during high school days; infrequent, indeed, should be the youngster who leaves school because he is supposedly no longer able to learn. When a student is intellectually or emotionally unable to cope with his school work, the school's program may very probably be at fault.

In most schools, courses of study are constructed for those of average ability. For the slow student, work of a routine nature is to be recommended, though even the most meager talent should be discovered and given full rein to grow and assert itself. The need for accomplishment, mastery, and a sense of victory are far more important for the morale of a slow student than for that of his brilliant classmate. At any rate, good schools do not make demands of slow students that they are incapable of fulfilling, simply in the hope that by hammering at the youngster long enough he might some day "get the stuff through his head". Expecting slow students through some superhuman effort to perform on a level with average students is unrealistic and dangerous. It thwarts the growth of what little power the youngster has, denies a happy, interesting school experience, and thwarts his potential use to the community.

The brilliant student deserves better from his school than he has hitherto received. More self-reliant in all probability than his slow comrade, he nevertheless requires just as much guidance, and in some instances a more accomplished type of guidance, to match his clever mind. For brilliant students the good school provides opportunities within the framework of its program for special study and independent work. In most instances, studies must be more basic and thorough than in the case of slow students. Training for citizenship, for example, which includes the proper

respect for authority, is often difficult to drive home to an individual of exceptional talent, who nearly always tends to forge ahead on his own and in disregard of the group. The high IQ usually prefers to concentrate on his own attainment, because he is more capable than his fellows of realizing it without help. All the more reason exists, therefore, for channeling talent in such a way as to render it productive not only for the individual's personal advancement and the fulfillment of his genius, but for the employment of that genius wherever possible for the benefit of society.

The brilliant student invariably continues his education beyond secondary school; if he does not, then some educational trouble-shooting is in order. For in our democratic society no youngster should be deprived of the education he needs to fructify his latent ability. It is the duty of the school to provide the special means for the development of superior minds in the realization that lesser minds must build intelligently on what superior minds have created. In the good high school, that part of the program which serves as a preparation for higher learning functions with a greater understanding of real accomplishment in life's more scholarly, technical, or professional realms. If it is a preparation for later academic success in the typical college or university, then those learnings become vitalized rather than remain static and artificial.

Let it be stated unequivocally that modern high school programs continue to attach just as much importance to college preparatory objectives as they have in the past. For many students this preparation is frankly utilitarian; their immediate vocational interest is success in college. No sensible program brushes aside academic subjects on the ground that they are not suited to all students. To deny scholarly-minded young people the opportunity to acquire traditional learnings and to express themselves in the realm of the abstract is to stunt the growth of the acumen necessary to

grapple with the manifold complexities of the modern world. The theoretically-minded student who takes excursions into the land of contemplation often returns with ideas and incentives that are of great service to the practitioner. We cannot ignore theory. To recommend the separation of practice from theory is to recommend bad practice.

It does not follow that college preparatory work may rest on its laurels. The entire program needs constant reassessment and reconstruction. It benefits from a much closer relation with the total demands of college and community life. It is enhanced by establishing a closer association of learnings with adolescent requirements. In short, there is no reason why college preparation cannot become downright "progressive". The imaginative, creative teacher can bring life to the most classical of studies. He strikes deep into the talents of his college candidates and evokes greater drives to tackle the best that man has produced in literature, language, science and art. College preparatory classes no longer dwell in the land of drill and narrow discipline; they treat the subject matter in such a way as to challenge the youth's live imagination and inborn curiosity. Students can plug for, and pass, examinations, yet know little of what they have produced. It was Francis Bacon who was among the first to demonstrate the uselessness of knowledge without wisdom. Wisdom, says Alfred Whitehead, comes from the utilization of knowledge, not from the simple acquisition of it. Fortified by critical reasoning, intellectual curiosity, and deeper appreciations, the modern high school student enters college with far more intellectual maturity than did his parents.

The modern school does not thwart the search for truth, nor the desire to experiment. Far from levelizing its product, it champions the interest of each individual who makes up its student body. It provides to the slow as well as to the brilliant student the tools and the teachers and the methods for fullest growth, and maintains a firm equilibrium in the

training of the average child.

The good school also combats the purely material approach to learning. Education is not an economic step-ladder; schools are not employment bureaus. The school that constantly trades in subject matter and presents learning in the manner of a super-salesman countermands its proper duty toward impressionable youth.

For, actually, the ideal school in certain measure is a world of fancy, a world of sheer enjoyment, where the zest for living is given a start or a spurt. "The heart has reasons," wrote Pascal, "which the mind does not know." The human personality is rounded in strange, mysterious ways. A precious lightness of heart must not be crushed by the ponderous weight of discipline. High school days are remembered not only for the concrete learnings achieved and the skills acquired, but also for their more spiritual attributes: the good times enjoyed, the precious moments spent in contemplation, the valued hours shared with a stimulating mind--be it a teacher or a fellow-student; in short, the worthwhile school is a dream world that later life can never duplicate or imitate.

6.

The stress on practical training in our high schools has resulted in an open conflict between the adherents of a so-called "liberal" education and advocates of a supposedly different type of education called "vocational" or "technical". This educational schism is unfounded. There can be no adequate technical education which is not liberal, and no liberal education which is not at the same time technical. All education is vocational in its primary sense. The liberal studies in former times, rhetoric and logic, for example, were also vocational tools for young men who planned to enter public life. Their success depended on their ability to develop

expressive powers of eloquence and persuasion. Even the more decorative elements of liberal education served as a valuable training for the leisure time pursuits of the privileged classes. Today, good secondary schools teach their students to interpret literature or experiment in science, draw a picture or write a book, convince a jury or sell a product, translate a document or make out a tax return, design a blueprint or build a machine, weave cloth, repair a power line, compose a poem or a song, navigate a ship, and, indeed, march with an army!

Obviously, the student whose formal education must end with graduation from high school, and who must thereafter support himself with his own efforts, insists that his education give him the tools wherewith to operate in the workaday world. But the tools furnished by liberal education are no less necessary than those provided by vocational training. Good schools realize that a purely vocational or job experience does not properly equip youth to enter intelligently into adult society. A compromise, if not a unification, of the two views is essential to the educational success of any high school. The routine patterns evident in both types must be spread out to allow for a fuller development of all branches of training demanded by American life. The important thing, in any case, is to see that the student acquires genuine and serious incentives for living--incentives that challenge his initiative and idealism, however immature, and incentives that are permeated with what to the student, rather than to the course of study, is a matter of life-long import. Certainly, if educators know anything about the psychology of growth and learning, they understand that it is not the particular subject studied, or the skill pursued, that determines intellectual or manual achievement so much as how the subject is approached, and with what purpose in view. A good course in shorthand demands as much brainwork and concentration as a good course in Latin, if only for the fact

that they are both foreign languages. American life thrives on all forms of work and accomplishment, whether in the realm of theory or practice, aesthetics or sewage disposal.

Recent findings reveal that most high schools are doing an acceptable job educating youth for college and the more highly skilled occupations; the poorest showing is with the preponderant middle group of students who seem to drift through their high school life rather than steer a clear-cut course. The modern school understands that the task of education in all cases revolves around the mediocre skills, habits, and attitudes essential to the practice of competent citizenship and success in one's chosen endeavor. This is not to suggest that old subject matter divisions need be abolished. It does suggest that the forward-looking high school organize its course of study on the basis of the problems of ethical and moral living, citizenship, home and family life, self-realization, the use of leisure time, health consumer education, the tools of learning, work experience, occupational adjustment, and the development of personal competence. If any segment of a student's educational life is to be given emphasis, status, or dignity, it lies in these fields. Specialization for college, for skilled work, or for simple trades is derived as a by-product. This is another way of stating that modern schools are essentially community-centered, with the community as a laboratory for learning. The construction of such a course of study is, of course, not for the stand-pat, uncreative administrator. The task may be challenging and boundless in scope, but the neglect of it quickly points the way to a moribund school system.

7.

The inculcation of good character in our schools is an indispensable but elusive task. It is not feasible to teach character as a regular subject; rather the acquisition of good breeding should be a part of the entire

school program.

Education assumes values. These values can be brought to the student's attention in a fairly programmatic way, perhaps by the principal himself, who adopts the task as a teaching assignment, or as a part of a social science course. But there are other ways in which character education can be acquired:

1. In good schools students are exposed to great personalities through a study of the best in biography--through an analysis of careers worthy of imitation.

2. By sympathetic counseling, the right motivation is given for the formation of a wholesome personal philosophy and a constructive attitude toward life.

3. Experience in human relations is aided by a system of student government, which establishes the principles of self-rule, personal responsibility, and respect for authority.

4. Religious clubs are sponsored, not as separatist groups with an emphasis on denominationalism, but with common goals in view--common programs to be achieved by all faiths.

5. The social life of the school is not allowed to operate as a thing apart; when boy meets girl, guidance and mature understanding are needed; adult influence in this regard, not only from teachers but also from parents, is a necessary and desirable adjunct.

6. Clean sportsmanship in games is the concern of the entire school. A well-rounded program of athletics emphasizes the participation of as many students as possible; it features teamwork and joint effort; it prefers to play the game for the enjoyment of it, rather than to win it at any cost. The zealous coach and over-exuberant crowd can do as much as a professional miscreant to destroy a sense of fair-play in the malleable mind of youth. It is an ironic characteristic of American audiences that while they tend to back the fighting loser, they at the same time are rarely satisfied with simply winning the game; they want the victim to be thoroughly whipped. The net effect on the loser is one of dejection and hopelessness; the effect on the victor is one of over-confidence. The answer lies, of course, in matching teams with players of equivalent ability, whether second or third string.

7. Finally, the greatest character builder is a wholesome self-confidence. The good school instills in its students a desire for creative accomplishment, a feeling of personal victory, and a sense of mastery and attainment in such a way as to bring inner security.

Education should, however, guard against any tendency to put a premium on self-dedication. Individuals turned exclusively to their own welfare, to dollar gain and to arrogant self-reliance should give way to a greater

concern for what each student can do for his fellows and for his school. Teachers are most careful to set samples of unselfishness and integrity in this regard, and they are always quick to recognize desirable personal qualities when displayed by students. Needless to add, good schools make it their business to eliminate spurious notions about race, color, wealth, and social cleavage; they see to it that as wide a representation as possible of all types of Americans participate in group activities. Pertinently enough, recent events show that youth are doing more than their elders to break down the barriers of discrimination.

The development of wholesome character involves the assumption of safeguards against delinquency. The problem has already been mentioned; the increase in juvenile delinquency is attributed by many to the newer sense of freedom in our schools, which seems to them to be hardly more than the absence of restraint. The fact is that rigid methods and formal, inflexible programs often lead to rebellion on the part of students, who see no genuine, recognizable worth in what they are doing. Studies may be academically respectable, but if they are fraught with pedagogical irritability, a false sense of values, a lack of human understanding, and a general indifference toward the human product; and if in certain classrooms snobbery, ostracism and sarcasm abound, then the school fails to become the satisfying experience that is essential to good mental health, and youth tends to hate and fear it.

Recent findings released by the U.S. Office of Education and the National Education Association reveal that students nowadays leave school primarily because they find no purpose in it, and only secondarily for economic reasons. The chief causes listed are "dull and uninteresting offerings, discouragement through failure, poor and indifferent teaching, inadequate equipment, lack of interesting extra-curricular activities, and the inconvenience of bus transportation". The good school remains immune

to these charges; it strives to eliminate the frustration and personal distress which lead to delinquent behavior. In its entire spirit it builds in each student a feeling of belonging, a sense of personal worth, and a consciousness of achievement which offsets the bitterness and insecurity that may trouble him elsewhere in his life.

8.

Such are the important characteristics of good secondary education. There are many more, of course, and our ideas of what constitutes the proper training for youth will become modified as circumstances change. We have said little, for example, about the need for a constant examination of the end-product--for an assessment of the fruits of education as seen in a school's graduates. The school that is really interested in its job not only keeps in touch with its graduates as they make their place in life but uses its findings to modify its program. Economic and employment dislocations are not essentially traceable to American schooling; but our high schools are not without blame if they indiscriminately pour onto the market an over-supply of certain types of occupations or a lack of others. High school programs are best planned with an understanding of the occupational needs of the community. Where students are capable of a wide range of abilities, no matter how mediocre, the guidance should be at hand to demonstrate which ability is in greatest demand, and what the long-range possibilities are. The school that is at all proud of its achievement will have on its records only scattered examples of educational misfits.

Education, we have said, does not exist in a vacuum; it operates within the framework of a whole culture. The dire necessity is constantly about us to delve into the dilemmas of human progress and human relations with an ever-enthusiastic hope of untangling them, and substituting the better for the less good. This does not imply a cult of uncertainty in education, but

a certain recognition of the constant need for adaptation. Rather than preserve educational dilemmas, the modern educator grapples with them; he is resolved to make them the quandary of the past and a dead letter of the future. So far have we come, however, that despite uncertainties, we do have definite convictions, and in the light of these convictions an inventory of educational progress might be made by any community. Such an inventory would confront educational administrators, teachers, and citizens with some such checklist as the following:

1. Do your schools provide educational opportunities for every boy and girl in accordance with their interests and abilities?

2. Is the pervading spirit of your schools consistent with the American democratic way of life?

3. Do your schools sponsor a civic and social education that faces frankly, rationally, and sympathetically the significant issues of the contemporary world?

4. Are there definite, discernable provisions for citizenship education and for the practice of democratic living within the life of the school itself?

5. Is your school system designed for the purpose of enabling boys and girls to grow mentally, morally, and physically? Is it stable enough to conserve the best that education has to date produced, yet flexible enough to make the best use of resources as soon as they are available?

6. Does the program provide for an education in the fine and applied arts to meet not only vocational but avocational and recreational needs?

7. Is vocational education provided in its broader range of meaning from trade skills to basic economic understandings? Does it challenge students of varied interests and abilities?

8. Is sufficient attention given to personal education and adjustment based on the latest principles of mental hygiene and involving intelligent and responsible guidance?

9. Do your schools sponsor a health program emphasizing good health as a daily habit and the preservation of it a matter of social as well as personal necessity?

10. Are higher and higher standards being achieved in all fields of study?

11. Is there systematic planning within your school system? Or do you wait for a crisis to appear before decisions are made?

No secondary school can, of course, expect to provide all the education needed by youth. Any school is at the most an indispensable adjunct to the training which takes place in the home, in the church, and among other social groups. But the real test of an educational program is whether it equips the younger generation for constructive social living, or whether it is a means of foisting on our youth the traditional ways of thinking and behaving.

The high school of tomorrow will be a greater community of living. The teachers will be stronger personalities with a more penetrating insight into social and political dilemmas. Regardless of their subject speciality, the teachers of tomorrow will understand the fundamental elements of human relations and what makes the world go round, and they will incorporate these elements into their teaching. They will have the will and resourcefulness to turn over to their charges more and more responsibility for their own learning. They will recognize the calm competence with which their students discuss issues, and will acknowledge and utilize the self-assurance and maturity that are among the most outstanding characteristics of the younger generation. Far from taking refuge in innocuous teachings, comfortably removed from the turmoil and nettlesome problems of a confused world, the teachers of tomorrow will be courageous enough to examine with their students the fundamental causes of these problems, however delicate, however ugly. They will point out excellencies in the behavior of men and their institutions, but resolutely will reveal the flaws. They will teach not only tolerance, but understanding and appreciation of those who may be strange or different. And they will lead their schools to their rightful place as molders of a better humanity.

For their part, American communities will understand that American secondary education, as all education, is only as good as they are interested

enough to make it. Our schools belong to our communities. But they also belong to all our people. The price of their inadequacy is paid by us all.

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Of such, in the judgment of the survey committee, is the essence of good secondary schooling. The following chapter discloses what the people of New London desire of their high schools, together with what in the official opinion of the school administrators the high schools aim to do...

Section I
Chapter IV

The Kind of Secondary Education New London Wants

1.

In practically every American city the program of secondary education reflects the concept the public holds of the purposes and processes essential to the best personal, social and intellectual development of the youth of the community. Through its complete control of the secondary schools in most communities, the Board of Education, the publicly chosen representatives of the people, give expression to this concept. It has frequently been said, and with much truth, that an entire community can be judged by the type of secondary schooling it provides for its youth, since the school is the best example of the cooperative effort of the entire community to express the ideals it holds for the character and quality of its future citizenship.

Since the city has no publicly controlled and publicly operated secondary schools, general public opinion cannot express itself as freely and effectively in New London as is usually the case. This is no indictment of the program of secondary education offered the youth of New London. The foundations operating the private secondary schools of New London have been controlled by high-minded, conscientious citizens of the community--men and women sincerely devoted to the welfare of youth. The fact remains, however, that the educational opportunities available for the youth of New London are those which the trustees of the schools think are good for them. Only incidentally and remotely is their character determined by the public Board of Education acting for and under the direction of the people of the city. Whether, on the whole, New London has profited by this arrangement is, at this point, an open question. Certainly, the advantages of the system as well as its limitations must be recognized.

Confronted with this situation, unique in American school systems, the survey staff felt that it was not only important in any sound study of the problem to obtain statements from the Board of Education, and the responsible officers of the high schools, but it was also essential to secure expressions of public opinion on many points of school policy and practices. Accordingly, through the generous cooperation of the Sociology Department of Connecticut College and under the capable direction of Professor Frederick Terrien, a comprehensive questionnaire was prepared and every twentieth person on the New London Voters List was interviewed by a competent person. In addition to basic census data on the sample selected for interviews, opinions in the following areas were recorded:

Financial Matters
Provisions of the Schools
Physical Facilities
Status Matters
Community Participation
Intra-school Relationships

A copy of the questionnaire is appended to this report.

2.

Tabular summaries of replies to the four sections of the questionnaire pertinent to this chapter follow:

NEW LONDON SURVEY QUESTIONNAIRE

I. Financial Matters

1. Are the high schools of New London public high schools, private schools, or private schools partially or entirely supported by public funds?

Public high schools: 31%
Private schools: 13%
Private schools partially or entirely supported by public funds: 50%
No answer: 6%

2. a) Should high school education be under public or private control?

Public control: 93%
Private control: 4%
Both: 1%
No answer: 2%

b) What are the reasons for your answer?*

(Public) Better education: 13%
Equal opportunity for education--more democratic: 28%
Public control (People should have a right to say what they want.."): 35%
Spreads the cost of education: 7%
More economical: 1%
Done elsewhere: 1%
Private education is undesirable: 2%

(Private) Present situation is satisfactory: 1%
Better education under private control: 1%
Dislike politics in education: 1%
No answer: 10%

3. It is costing the City of New London approximately $250 per pupil each year for his or her education at one of the local high schools. Do you feel that the city is getting its money's worth?

Yes: 66%
No: 22%
No answer: 12%

4. What is your estimate of the average yearly salary of teachers in the high schools of New London?*

$1,500 and less: 4%
$2,000: 16%
$2,500: 25%
$3,000: 19%
$3,500: 5%
$4,000 or more: 3%
No answer: 28%

5. Do you feel that the teachers are, in general, underpaid, overpaid, or fairly well paid:

Underpaid: 60%
Overpaid: 1%
Fairly well paid: 33%
"Depends": 1%
No answer: 5%

6. a) What would you consider a good starting salary for a high school teacher?*

$1,500 or less: 6%
$2,000: 21%
$2,500: 28%
$3,000: 20%
$3,500: 6%
$4,000 or more: 3%
"Depends": 1%
No answer: 15%

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* Expressed opinions were classified into the major types of answers on questions such as this--where the interviewee gave an opinion rather than choose from a number of alternative answers given on the questionnaire. Similar items in other tables are marked with an asterisk.

6. b) What would you consider a good top salary, to be paid, say, after fifteen years' teaching?*

$2,000 or less: 2%
$2,500: 5%
$3,000: 15%
$3,500: 13%
$4,000: 17%
$4,500: 8%
$5,000: 14%
$6,000: 4%
$7,000 or more: 2%
No answer: 21%

7. In order to raise the salaries of the teachers, or improve the facilities of the high schools, which of these four methods of securing the necessary funds would you support?

a) An increase in state grants-in-aid: 29%
b) Federal aid if available: 28%
c) A city-wide volunteer fund-raising campaign: 8%
d) An increase in city taxes: 11%
a) and b): 13%
a) and d): 3%
other combinations of a), b), c), and d): 6%
No answer: 2%

8. a) Do you think that the Federal government should give aid to education:

Yes: 86%
No: 12%
No answer: 2%

b) If the Federal government gives such aid, should it have complete control, partial control, or no control over what is taught in the schools?

Complete control: 6%
Partial control: 51%
No control: 36%
No answer: 7%

9. Do you think that it is a responsibility of the high schools of New London to continue to furnish education to students from the neighboring towns--Montville, Waterford, the Lymes, and so forth?

Yes: 77%
No: 22%
No answer: 1%

10. As stated before, the City of New London pays approximately $250 per year for the high school education of each student. Outlying towns pay $175 tuition. What is your opinion of this situation?

Should pay the same ("Unfair", etc.): 75%
All right ("They have lower tax incomes", "Have to pay transportation", etc.): 14%
Outlying towns should pay more than New London: 6%
Outlying towns should have own high schools: 1%
No answer: 4%

11. If the tuition rate for students from the neighboring towns were equalized with that of New London, would you then approve of their students coming to the New London high schools?

Yes: 81%
No: 6%
No answer: 13%

12. a) When the Board of Education and the trustees of the high schools propose an amount to be spent for education, should the City Council, the Board of Finance, or any other local government agency have the authority to change this amount?

Yes: 49%
No: 44%
No answer: 7%

b) (If the above answer is yes) If the Board of Education and the trustees of the high schools are not to have complete discretion over school expenditures, what other agency should have a voice in this matter? (Only two-thirds of those answering "yes" in (a) answered this.)*

Board of Finance: 29%
City Council: 42%
Board of Finance and City Council: 12%
A special committee: 10%
Federal government: 1%
The state: 4%
"The public": 1%

13. a) Would you favor retaining the three separate high schools which the city has at present, or would you favor the construction of one large central high school?

Retain present high schools: 48%
One large central high school: 47%
Two separate high schools--one for boys, one for girls: 1%
No answer: 4%

b) What would be the gain in having one such high school?

14. If the three separate schools were to be retained, would you favor unifying their administration under the Board of Education?

Yes: 83%
No: 13%
No answer: 4%

II. Provisions of the Schools

1. a) Do you believe that boys and girls of high school age should be educated together or separately?

Together: 65%
Separately: 25%
"Depends": 1%
No preference: 7%
No answer: 2%

b) What is your reason for this belief?*

(Together) More normal ("More natural", etc.): 17%
Better social adjustment ("Become better adults", "Have to get along together in life", etc.): 39%
Better education ("Turn out better students", etc.): 5%
Better for morale of the students: 3%
Cheaper: 1%

(Separately) They will work better: 12%
The two sexes require different types of education: 1%
Less distraction ("Less fooling around", etc.): 4%
Better education: 3%
Present situation is satisfactory: 1%

No preference: 3%

2. a) Do you believe that the high schools should undertake the responsibility for giving each student a health examination?

Yes: 88%
No: 11%
No answer: 1%

b) Do you believe that the schools should do the same with regard to a dental examination?:

Yes: 88%
No: 11%
No answer: 1%

3. Should the schools try to supplement family training in teaching the students good health habits?

Yes: 94%
No: 5%
No answer: 1%

4. a) Should the schools provide sex education?

Yes: 79%
No: 16%
No answer: 5%

4. b) (If yes) Should sex education be taught to mixed classes or should the boys and girls be taught separately?

Together: 22%
Separately: 75%
"Depends": 1%
Up to school: 1%
No preference: 1%

c) (If a) is yes) At what age should sex education begin?*

8 or younger: 5%
9 to 11 (incl.): 6%
12: 14%
13: 11%
14: 32%
15: 16%
16: 10%
17 or older: 6%

5. What do you think the high schools should offer in the way of recreational programs?* (Per cent of total times these eight most frequent categories were mentioned)

Sports: 43%
Dances: 23%
Drama: 10%
Hobbies: 1%
Clubs: 7%
Music: 10%
Movies: 2%
Parties: 4%

6. a) Should each high school have its own outdoor area for physical education?

Yes: 93%
No; 6%
No answer: 1%

b) Should this area be right next to the school, or is that necessary?

Adjacent: 54%
Not necessarily adjacent: 41%
No answer: 5%

7. a) Should each high school have its own indoor space for physical education?

Yes: 96%
No: 3%
No answer: 1%

b) In your opinion, is the YMCA gymnasium an adequate substitute for individual school gymnasiums?

Yes: 25%
No: 69%
No answer: 6%

8. What, in your opinion, are the most important purposes of high school training?

Suggestions: Preparation for college: 14%
Preparation for a job: 21%
Preparation for citizenship: 11%
Preparation for life in general: 36%
All of above four: 17%
No answer: 1%

9. a) Do you believe that separate programs should be offered emphasizing commercial training, academic training, and technical training, or should all types of instruction be offered in one comprehensive high school program?

Separate programs: 54%
One comprehensive program: 42%
No answer: 4%

b) If there are to be separate programs, should these be given in separate high schools or should the various programs be given in all of the high schools?

Separate high schools: 23%
All of the high schools: 64%
No answer: 13%

10. a) If there are to be different types of programs--commercial, academic, technical, and general--who should decide what course the child should take?

The child himself: 27%
The parents: 2%
The school authorities: 2%
All three, with the aid of aptitude tests: 58%
Parents and school authorities: 1%
Parents and child: 4%
Child and school authorities: 2%
No answer: 4%

b) At what grade should this decision be made?*

Grade 6 or lower: 3%
Grade 7: 7%
Grade 8: 30%
Grade 9: 35%
Grade 10 or higher: 16%
"Depends": 3%
No answer: 6%

11. a) Should all students be required to take certain courses in high school?

Yes: 74%
No: 23%
No answer: 3%

11. b) (If so) What should be emphasized in these required courses?*

English: 33%
Math: 24%
History: 20%
Civics: 6%
Science: 5%
Language (Modern or unspecified): 5%
Business: 2%
Home economics, latin, citizenship, geography, and sex instruction--about 1% each: 5%

12. a) (If interviewee has a child) If you had the opportunity to send your child to high school elsewhere, would you do so?**

Yes: 10%
No: 52%
No answer: 38%

b) Have you done this?

Yes: 4%

c) Why?

Better education elsewhere: 3%
College preparation: 1%

13. a) Do you feel that the students who graduate from Bulkeley are well-prepared for college? (Asked only if interviewee has gone to one of the local high schools or has children going there)

Yes: 45% (No answer: 50% of total number of interviewees)
"Depends": 1%
No: 4%

b) What about those who graduate from WMI?

Yes: 44% (No answer: 50%)
"Depends": 1%
No: 5%

c) What about those who graduate from Chapman Tech?

Yes: 34% (No answer: 52%)
No: 13%
"Depends": 1%

14. a) Do you feel that the students who do not go on to college receive at Bulkeley an education which will fit them to meet the demands of a job? (Same basis as No. 13)

Yes: 39%
"Depends": 3% (No answer: 46%)
No: 12%

** On the basis of the number of replies to this question, about 62% of the interviewees have children.

14. b) What about those who graduate from WMI?

Yes: 42%
"Depends": 2%
No: 9%
(No answer: 47%)

c) What about those who graduate from Chapman Tech?

Yes: 49%
"Depends": 2%
No: 5%
(No answer: 44%)

15. To the best of your knowledge, is citizenship training adequate--that is, are New London high school students receiving sufficient training to make them good citizens of the United States?

Yes: 72%
No: 13%
No answer: 15%

16. How do you define a good citizen?*

Active in--or interested in--community affairs: 22%
Law abiding: 18%
Patriotic: 14%
Morally sound: 14%
Votes: 9%
Gets on with others: 4%
Minds own business: 2%
Responsible--good worker: 5%
Religious: 2%
Pays taxes: 1%
Self-reliant: 1%
Respects others: 1%
No answer: 6%

17. a) How would you train students to be good citizens?* (% of total number of responses to the ten most frequently mentioned categories. Although these constitute most of the answers, there were a great many unique answers which were impossible to categorize.)

Social studies (Civics, history, etc.): 21%
Course in the principles of citizenship: 17%
Moral education ("Teach them the Golden Rule", etc.): 10%
Good education in general: 9%
Student government and student responsibilities in the schools: 5%
Set an example: 5%
Start in the home ("Home training most important", etc.): 5%
Close home-school relationships: 3%
Discussions of current events: 2%
No answer: 23%

b) Should the high schools conduct field trips to the City Hall, the State Capitol, and the meetings of the United Nations?

Yes: 87%
Except U.N.: 1%
No: 8%
No answer: 4%

17. c) Should examinations be run by the "honor system"--that is, no teachers watching while students write their examinations?

Yes: 46%
No: 50%
No answer: 4%

d) Should the students have their own student government?

Yes: 87%
No: 9%
No answer: 4%

e) Should this government have disciplinary powers, or should discipline be left entirely up to the faculty?

Own disciplinary powers: 37%
Faculty: 44%
"Both": 11%
No answer: 8%

f) Should the doctrines of socialism, fascism, and communism be studied so that the students could learn what these ideas mean?

Yes: 86%
No: 13%
No answer: 1%

g) (If not) Why not?

Sample answers: "They have a bad influence on children." "Too touchy a subject." "No place for it here." "Students should concentrate on learning about democracy and not risk getting interested in other forms without understanding them."

III. Community Participation

1. a) Do you believe that the citizens of New London take enough interest at present in the city's high schools?

Yes: 29%
No: 62%
No answer: 9%

b) (If not) How do you explain this? (% of no answers in a).)*

Inertia ("People just don't care", etc.): 46%
Lack of awareness: 10%
No opportunity for public expression: 12%
People too busy: 10%
Private control: 3%
No answer: 20%

c) How would you stimulate greater interest?* (55% of total number of interviewees answered this.

Closer school-public relations: 44%
More publicity: 29%
More visiting in schools ("Parents' days", etc.): 20%
Referendum or survey: 4%
Adult education (Courses for adults, etc.): 3%

2. a) Are you yourself actively interested in and informed about one or more of the city's schools?

No: 76%
Which?
Elementary: 3%
Bulkeley: 5%
WMI: 3%
Chapman Tech: 7%
"All": 4%
No answer: 2%

b) (If so) In what respect?

Child there: 7%
General interest: 5%
Sports: 2%
Former student: 1%
Attend programs: 1%
Know teachers: 1%
Teach there: 1%

3. a) Do you think there should be some means for the parents of high school students to express their ideas about the education of their children?

Yes: 92%
No: 5%
No answer: 3%

b) (If so) What means would you suggest?

A public forum: 10%
Scheduled interviews for parents and teachers: 23%
A Parent-Teacher Association: 57%
All three: 5%
No answer: 5%

4. a) Are you familiar with any PTA in New London:

Yes: 12%
No: 87%
No answer: 1%

5. a) (If interviewee has children who went to New London Grammar schools) Were you ever a member of a PTA in New London?**

Yes: 5.3%

5. b) What purposes did it serve?

Sample answers: "Informed parents on issues"
"Parents got acquainted with teachers"
"Kept parents in touch with schools"
"Entertainment"

c) How effective was it?

"Very effective"
"All right"
"Not very effective"
"Just a social gathering"
"No parents went"

(Favorable and unfavorable opinions about evenly balanced.)

IV. Intra-School Relationships

1. Do you believe that the teachers in the high schools should give individual attention to the students?

Yes: 80%
No: 18%
No answer: 2%

2. a) What should the high schools offer in the way of guidance or counselling service?*

Expert service (Regular advisors, social workers, psychologists, complete counselling service, etc.): 23%
Teacher guidance (Faculty interviews, "Teachers should help students, etc.): 15%
General guidance (Not specific--i.e. "Make sure they take the right courses", "All that is necessary", etc.): 22%
Vocational guidance (including placement): 9%
Aptitude tests: 5.3%
Others: 3.3%
Not a school responsibility: 2%
No answer: 21%

b) Should personal problems be handled by a teacher or should a psychiatrist or guidance expert be retained for this purpose?

Teacher: 42%
Expert: 48%
Both: 4%
Parents: 2%
No answer: 4%

c) Do you favor the use of aptitude tests, intelligence tests, vocational and other special tests for use in guidance work?

Yes: 90%
No: 7%
No answer: 3%

3. Should the schools maintain a Personnel Bureau for helping students find jobs after school hours or at graduation time?

Yes: 88%
No: 11%
No answer: 1%

The information obtained by the interviewers together with the statements from school officials enable us to formulate an answer to the question "What kind of secondary education does New London want?"

3.

The Kind of Secondary Education The People Want

Briefly summarized, the people of New London, through their responses to the questionnaire, set up the following standards for secondary education:

I. As to purpose, they expect the schools (listed in order of importance)

1. To prepare boys and girls as individuals to live useful, wholesome, satisfying lives.
2. To prepare boys and girls for successful vocational pursuits.
3. To prepare boys and girls to continue successfully their formal study beyond high school.
4. To prepare boys and girls for active, constructive citizenship in the community and the nation.

II. To promote the achievement of these ends, the people of New London believe that:

1. The schools should be publicly controlled.
2. Teachers should be better paid.
3. State and federal aid should be provided and city taxes should be increased if needed to finance a better program.
4. New London should extend the improved services to neighboring communities on an actual, full-cost basis.

5. a) Coeducational schools within the present framework but with a unified administration under the Board of Education should be established, or
b) One large central, coeducational, public high school should be established.
(Note: There seems to be about equal support for plans 5a and 5b)
6. All high schools should maintain academic, commercial, technical and general programs.
7. The child himself, with the counsel of parents and school authorities, and on the basis of test data, should decide at the end of the 8th or 9th grade which course to pursue.
8. There should be a common core of curriculum requirements for all students, based upon English, mathematics and history.
9. Students should have their own organizations for self-government, sharing disciplinary powers with the faculty.
10. Schools should maintain strong, effective testing, guidance and counselling services, participated in by both teachers and guidance experts and including job placement services.
11. Health and physical education programs should be extended and strengthened; adequate recreational facilities under school control should be made easily available for all schools, both indoors and outdoors.
12. The people generally should be encouraged to take a more active interest in the education of their children. This can be done through the promotion or strengthening of Parent-Teacher Associations, through scheduled interviews for parents, teachers and pupils, and through planned programs of parent education.

4.

The Kind of Secondary Education the Board of Education Wants

At the request of the directors of the study, the Board of Education formulated its concept of the proper function of the secondary school and recorded the statement in the minutes of the regular meeting of the Board held on March 11, 1949. The Board of Education believes that it is the business of New London secondary schools:

"1. To prepare a student for advanced education.

2. To prepare a student to get along with his own resources.

3. To prepare a student to get along with other people.

4. To give a student enough of essential learning to be fitted to get a living after graduation.

5. To fit himself for self-government.

6. To give a student a sense of achievement.

7. To train a student to evaluate life, i.e., to think for himself.

8. To prepare a student for democratic living in a democracy.

9. To teach all young people between the ages of thirteen and seventeen years.

10. To develop the ability to take pleasure in art, music, literature, nature, etc.

"The secondary school should teach each young person between the ages of thirteen and seventeen to be fitted to earn a living and to go on to an institution of higher learning; to be self-reliant; to think for himself; to attain a sense of values--all that he may live peacefully with his fellows, taking pleasure, too, in art, music, literature, etc."

In these minutes, the Board of Education did not record opinions concerning the best way to provide this kind of opportunity for New London boys and girls.

5.

The Kind of Secondary Education the New London High Schools Want

The following statements appear in the publications of the respective schools and are, therefore, the avowed philosophies under which the schools operate:

"The Bulkeley School faculty operates under the broad basic educational philosophy that it is chiefly concerned, not alone with the scholastic development of the student, but also with the general over-all growth of the boy. Attention, then, is focused by our program not merely on the academic or intellectual advancement, but on the moral, social and physical development of our boys through their high school days.

"In a changing world, it has been found necessary, during the past few years, to add to, and change somewhat, the traditional goals and objectives of secondary education. We at Bulkeley retain all the valuable elements found in the offerings of the academic curriculum so common to all typical preparatory schools of the past half-century. Yet, sensing the need of more adequately helping the boy of today to fit into a world-wide democratic social order, our aims have been expanded to meet the demands of the times.

"Consequently, in addition to the acquiring of useful, necessary and fundamental skills, and in addition to the gaining of a body of general knowledge and understandings, which is essential to the appreciation of our heritage from past generations, we move into and accept more recently conceived, but vital, objectives of secondary school education.

"I here refer to those objectives dealing with the personal and social development of our youth. Through our educational program boys should become increasingly useful members of their homes, their community and their nation. They should know their own strengths, competencies and limitations. They should develop a proper concern for their own physical and mental health and emotional stability. At Bulkeley we aim to help them to attain a high degree of personal responsibility and to acquire a willingness and desire to work honestly and effectively. In addition to this, in all our curriculum offerings, our teachers are constantly striving to develop in our boys a mentality marked by fair-mindedness, creativeness, integrity and the scientific spirit.

"Another important goal in our Bulkeley program is the establishment in our boys of a code of ethics and behavior and a set of personal characteristics which are socially acceptable. In such a set of characteristics is found the possession of certain desirable attitudes. We want our boys to develop an allegiance to the central democratic principle of human brotherhood, dignity and worth, a loyalty to the democratic process of free discussion, criticism and group decision. We desire also to cultivate a tolerance in our boys towards the beliefs, customs and religions of other people and races. We expect to find a growing respect for law, orderliness and self-discipline: a respect for and appreciation of talent, training and character.

"Above all, we are striving through our classes at Bulkeley to develop an appreciation of the good and beautiful in life. We are teaching also the social value of one's own work, and in turn an appreciation of the contributions of other people to our own comfort, health, freedom and security. These and other such appreciations should grow into the attitudes of our boys in their development through high school days.

"It is the purpose of the educational program at Bulkeley to supervise closely, in the manner stated, the general growth or over-all development of our boys. We have a competent staff of instructors, who are mindful of their responsibilities in helping the adolescent boy, and who are ever willing and fully determined to do just that very thing as their contribution to the educational needs of today's youth."

Williams Memorial Institute: "The future policy of the school will be to give the girls of Williams Memorial Institute a good liberal or general education. To achieve this--'to provide a liberal education to enable young women to take their places as mature citizens of their community, state, and nation'--we propose to select a core of education that will give the curriculum a unity of purpose.

"Though the survey report may not be followed in the fullest detail, it will however serve as a guide for the Board. Therefore, the Board deems it expedient to take this opportunity to publish the report in its entirety. A bulletin, outlining the curriculum as well as the schedule of classes, effective September 1948, will be published and ready for distribution by May 1st.

"We want our young people to have a capacity for thought and judgment. We want to help them to develop their powers of reasoning and see to it that they have a large and accurate amount of knowledge to help them form their judgments. We want them to have a great capacity for enjoyment and be able to make wise use of their leisure time. We want them to be interested in the common good and be able to give their services to the community. We believe that young people educated on this liberal plan will, whatever vocation they choose, become better citizens of this great democracy and have a greater chance of individual happiness."

Chapman Technical School: "A consideration of the underlying principles or general conceptions through which secondary education may be directed and evaluated cannot be adequately treated in a paper of this scope, except, by indirection, through a sharp focus on hoped-for outcomes. In this way we may determine the validity of such policies, plans and practices as are used in this connection.

"It is no doubt true that the hopes and aims and aspirations of real educators are found in the guidance of their pupils in the effective pursuit of happiness, while our young people are in school and afterwards. Life and Liberty are taken for granted at 16.

"And in this pursuit of happiness it is well to work for the development of fine upstanding young men and women, people who will make good parents, people who will make good neighbors. For this our pupils must become

economically effective, be moral, be socially adaptable, be imbued with the spirit of service, be back of the movements for good in their community, and be conditioned to work for a better life for all of us. A conviction of what is good must be arrived at, and the false gods, found particularly in a country which is still, in some of its aspects, frontier, must be pointed out. A considerable portion of this lies in the touch of one's teachers and the manner in which the school is set up. One's school should be a practice ground where good-will has ample play for expression, where the virtues that have been handed down to us may show themselves in individual behavior.

"To be educated is to open springs of happiness from within, and a test shall be that one shall not find only boredom in his own company. Such values as are found in the humanities, the liberal arts, are universal and so the school, by design, should see that all pupils participate in this good.

"To be educated one must be in tune with his time and his setting. The work of the school should interpret the life outside. Too often we educate away from reality and for a Utopia, or for a civilization that the Industrial Revolution passed by some hundred years ago. In a sense our school is a small industrial community; the boys are at work at the forge or machine or drawing table, the girls are cooking or arranging flowers or caring for the nursery children, or learning the care of the aged and the young, and prenatal care. Homemaking for all girls is to make not only for effective but also for gracious living. Creative and practical arts should have a part of the growth of all. The transition to adult life is natural and relatively easy. Music and Art are available to all. And all of this is general education, not vocational either in design or treatment. (There is considerable vocational training in this, but this is a by-product for which we are grateful.)

"It is no doubt true that five subjects, where all are 'academic', constitute too great a load for the individuals in the lower half of a class. It has been amply proved here, however, that a fifth subject, if it is in the creative or practical arts, does not lower the achievement rating of any pupil. The children say, 'It is the pause that refreshes.' We have no College Preparation, or General, or Industrial Arts or other courses--our only requirement is that pupils take English and a double period of Homemaking or Shop, or Music, or Art, or a combination of these. Our people sign up for four academic subjects and a double period of so-called practical or creative work. This gives 5 credits. However, the wind is tempered to the shorn lambs and an academic subject or perhaps two is dropped on request. Although only 16 credits are required for graduation, and this must include 12 academic credits, over half of our people graduate with 20 credits and more graduate with 23 or more credits than graduate with 16. About 1% of our pupils offer 16 credits for graduation.

"(We do not have any business subjects here but if we were to inaugurate any such work it would not be allowed to substitute for any of the academic requirement but would be put in as an extra as in the case of the practical arts. In other words, every pupil capable of doing so would earn 16 credits in the academic field.)"

6.

Summation of Aims

While there certainly are differences in emphasis, it is to be remarked that among the five statements there are no significant differences of opinion regarding the functions of secondary education in New London as these functions are described in terms of broad social aims. Nor are they out of harmony with the general democratic purposes of secondary education as they are described in the preceding chapter of this report. Basic differences of opinion do appear, however, the very moment the groups represented begin to discuss the best ways and means of achieving the objectives. Each group honestly believes that the thing it regards of first importance, if "well"done, will accomplish all the other accepted aims per se--as a natural by-product. Thus, one believes that the surest way to develop the integrity of character essential to good citizenship and vocational success is to discipline the mind through rigorous study of academic subjects. Another is just as certain that the honest, throughtful pursuit of the serious contemporary interests of students will produce the trained mind, the character and the skills necessary to successful living. The layman generally, frankly confused, does not feel secure in either of these positions so he seeks to provide in the school direct teaching toward, and instruction in, all of the learnings which he holds to be valuable for youth.

It seems to be generally agreed that the opportunities for secondary education in New London should have the following characteristics:

I. The Curriculum must recognize the contemporary needs of youth and should be flexible enough in organization and spirit to take into account the economic and social changes which are bound to occur in a dynamic society. Specifically, it must help youth develop:

1. An understanding of the responsibilities of family membership.
2. An understanding of what is involved in good citizenship and the habit of active participation in intelligent efforts toward the improvement of society.
3. Adequate preparation for education or training beyond the high school including the wise selection of a college or specialized school.
4. Vocational understandings and saleable technical skills acquired through a program of study wisely guided so as to prepare youth to earn a living and to succeed in business life.

Subjects required of all students should emphasize functional knowledge in intelligent citizenship rather than devotion to mere academic tradition.

II. The method of secondary education should

1. Exemplify the best professional knowledge.
2. Reflect understanding of the subject matter involved and its usefulness in society, and understanding of youth.
3. Utilize effectively modern devices which appeal to various types of learners.
4. Aim to increase the effectiveness of the life of each youth in his own group, in the community, and society-at-large.
5. Attempt to interest students in personal accomplishment as opposed to marks or grades.
6. Provide practical experience wherever it is possible.
7. Meet the specific needs of the situation in time and content.

Section II

Chapter V

The Organization and Control of Secondary Education

1.

Grades Seven and Eight. The organization of the pupils in the seventh and eighth grades in the New London School System has been described in a previous section of this report under the heading of "The Pattern of Organization". It was pointed out that all the seventh and eighth grade pupils in New London, with the exception of those at the Harbor School, are now segregated from pupils in the lower grades, and that the evolution of this type of organization is in agreement with the trend in school organization throughout the United States. All the pupils in the Jennings School belong to the seventh and eighth grades. It should be emphasized that only pupils in the first eight grades attend schools that are under the control and management of the New London Board of Education.

2.

Grades Nine to Twelve, Inclusive. Secondary - school pupils of New London in grades nine to twelve, inclusive, attend one of three schools: the Bulkeley High School, the Chapman Technical High School, or the Williams Memorial Institute. These three secondary schools are private and separate legal corporations which are not under the control or management of the New London Board of Education. The financial support of all three secondary schools is obtained mostly from grants made by the New London City Council from municipal funds. Tuition is free to secondary-school pupils living in New London. This unusual and unique arrangement for free secondary education has been described in the historical and other sections of this report.

Within the limits of the physical capacity of each of these three secondary schools and of such entrance requirements as may be prescribed

by the Board of Trustees of each school, high school pupils living in New London may select the school to be attended. The enrollment in the Bulkeley High School is limited to boys. Only girls are admitted to the Williams Memorial Institute. Both boys and girls attend the Chapman Technical High School.

Generally speaking, the Bulkeley High School and the Williams Memorial Institute may be considered academic or college-preparatory schools. The Chapman Technical High School is more of a general or comprehensive high school than a limited technical school. Some of the graduates of this school attend college. (For a breakdown of curricular offerings see Chapter VI).

3.

Long Record of Valuable Services. The Survey Staff was greatly impressed with the long record of faithful and valuable services of each of the three secondary schools. To the extent of the limited resources of these private institutions, the City of New London has been spared a part of the financial outlay for the current operational expenses necessary to provide free secondary education. For this long period of public service in the cause of free secondary education, the public-spirited citizens who have given their time and able counsel as members of the three Boards of Trustees deserve the sincere appreciation of all New London citizens. The deep loyalties which have been developed within the community for all the schools bear witness to the value of the services rendered.

In a similar manner, the long period of increasing financial support by the City Council is a commendable record of public service. The cooperation of the New London Board of Education with all the administrative and financial agents and agencies of the private secondary schools has been an essential element in the record of successful achievement.

4.

Changes Needed for Economy and Educational Efficiency. As the Survey Staff pursued its study of the structural organization, administrative control, and financial support of the program of secondary education for the youth of New London, it became more and more impressed with the variations from the usual or standard practices found in most American communities. It became increasingly clear that some changes in the organization of the secondary-school program should be made to achieve desirable continuity of educational experiences, to meet the needs of early and later adolescence, and to utilize all available facilities with the greatest possible economy and efficiency for the taxpayers of New London.

The survey staff discovered much evidence to show that all the people now involved in the proposals for the organization and control of secondary education in New London are working toward the same general goals of economy, efficiency, and service to all youth, but are achieving their aims in different ways. The present arrangement, which requires three separate organization and administrative staffs for the three secondary schools, is not economical for a city of the size of New London. One inevitable result of the existing organization is higher costs per pupil for the same program of secondary education which could be offered in one or two schools with larger enrollments. Richer and broader curriculum offerings could also be provided in larger schools. A more unified program would be possible to prevent expensive duplications and overlappings in curriculum offerings, to assure the efficient use of plant facilities and equipment, and to improve the specialized services to all pupils.

From a financial point of view, the survey staff believes that the taxpayers of New London are not justified in continuing the effort involved in supporting three secondary schools for grades nine through twelve, and

recommends changes in the organization which would result in a better and more efficient educational program for the same amount of money expended.

The survey staff further believes that the secondary education program of any community should operate as a unit, not only within its own subdivisions, but also as secondary schooling connects with elementary and higher levels of learning. As arrangements now stand in New London, secondary education functions under three different sets of aims, with three different administrative set-ups, three separate budgets, three different grading or appraisal systems, and consequently turns out three different types of secondary school products. Over-crowding in one school and unused desks in another, higher per-pupil costs in one institution all out of proportion to those of another, pupil-teacher loads at extreme variance, ample equipment of one kind in one school and the lack of it in another, are but samples of the anomalous conditions that are the inevitable result of a secondary school structure that operates in segments rather than as a whole.

As a consequence of this, the survey staff in later sections of this report submits definite recommendations for the reorganization and control of secondary education, including changes in plant, and an analysis of the costs involved.

Section II
Chapter VI

Curriculum Offerings

1.

Introduction

As pointed out elsewhere in this report, the high school pupils in New London and several surrounding towns are attending three endowed and incorporated academies; Bulkeley, Chapman Technical and Williams Memorial Institute. The enrollments in these three schools reported to the State Department of Education in May 1948 are as follows:

Enrollment figures as of October 1, 1947

	Bulkeley			Chapman Technical			Williams Memorial Institute		
Grade	B	G	T	B	G	T	B	G	T
9	121	-	121	241	151	392	-	174	174
10	104	-	104	158	99	257	-	164	164
11	101	-	101	89	79	168	-	171	171
12	92	-	92	120	74	194	-	134	134
PG	3	-	3	5	-	5	-	2	2
Total	421	-	421	613	403	1016	-	645	645

As these three schools are independent organizations, their curricular offerings will be treated separately.

In order to get a clearer picture of the program in each school, each major field will receive special consideration. An analysis of the elements of the present program will be compared with more complete offerings. What pupils are actually getting in their educational programs will be ascertained through a study of programs offered for graduation.

2.

Curriculum Offerings by Units.

The following chart indicates the number of units offered by each school in the various fields of study.

Units Offered in the New London High Schools

	Bulkeley High School	Chapman Technical School	Williams Memorial Institute
English	4	5	4
Ancient lang.	2	4	3
Modern lang.	6	8	9
Mathematics	7	7	5
Sciences	5	5	4
Social studies	4	6	4
Music	1	3	2
Art	2	2	1.8
Industrial arts	0	12	0
Homemaking	0	8	3
Agriculture	0	1	0
Business ed.	11	0	6
Health	0.5	0	0.2
Physical ed.	1	0	1

In a well balanced program of secondary education, grades 9-12, a pupil should have (1) a defensible program of common learnings, and (2) an opportunit to major or specialize in harmony with his particular purposes and interests. A suggested program of common learnings is outlined below.

3.

Suggested Program of Common Learnings

1. English Language Usage. (4 units) This involves the ability to read, write, speak, listen and the opportunity to explore many types of reading materials. Reading materials should be emphasized which have meaning and value for the individual pupil. Sufficient time should be allowed to assure facility in communication and the achievement of satisfactory standards as the most important tools of learning. Stimulation of motives for the continuous use of these tools is the dominant purpose of English language usage. Four units of work or the equivalent is usually considered necessary for "common learnings" purposes in this area.

2. Orientation in Science. (3 units) This program should be designed to enable a person to understand and apply the useful knowledges and principles of science to every-day living. The care of the body, an appreciation of the natural environment and an understanding of the industrial and social applications of science are significant elements in the program. This program should enable pupils to establish habits of observation and experimentation to the degree needed in ordinary life situations. Education in this area should also promote the establishment and strengthening of interests which may guarantee continuous self-education after regular schooling is concluded. Three units of work in general and applied science or the equivalent is suggested as the amount necessary to achieve the purposes proposed above.

3. Useful Mathematics (2 units) Mathematical literacy calls for the ability to understand and interpret maps, charts and graphs which appear in daily newspapers, current periodicals and government reports. Present day society includes innumerable civic, health, occupational, social and fraternal organizations which collect, study, and make reports on significant social data. It is important for everyone to understand the quantitative interpretations of the significant findings of these study groups. Considerable stress should be put on mathematics for personal use. Ordinary, every-day business affairs should be thoroughly understood. Problems involving the family budget, insurance protection and many others fall in this category. Two units of work are usually adequate for this area.

4. Social Studies. (3 units) The program in this field should include a study of problems on the international, national, state and local levels. School supervised experiences and civic participation should bring reality and meaning to the entire program. The program should provide liberally for participation in school governments. The school should be so organized that pupils may have practice in democratic action. This means that pupils must have plenty of opportunities to plan, find out things for themselves through study and research, conduct many of their own classroom activities, and learn to evaluate the progress which is made. (It can be seen that many of these suggestions may apply equally well to other areas of the school program but they should be supported in a definite way through the social studies.)

It is estimated that three units of work plus extra-curricular activities and other significant activities throughout the school program are necessary to achieve the objectives in the area of citizenship.

5. Home and Family Living. (2 units) A person's success in life depends upon his ability to understand and live harmoniously with other people. The most important of these associations are to be found in the family group. Each boy

and girl should have a program in the area of home and family living which meets his or her particular needs. Elements important for boys and girls include, consumer values, problems of marriage, child care, home health and recreation, budgeting the family income, family relationships and many other elements. Many of the program elements should be organized on a coeducational basis. Many members of the school faculty should share the instructional responsibilities and leadership for the program. In order to meet the hazards to home life, a great deal of time and emphasis should be allocated to the program of home and family living education. To properly achieve the goals of this program, two units of work or its equivalent would be necessary.

6. Health, Physical Education, Recreation and Safety. (2 units) Youth needs a satisfactory program in health and allied elements. Driver training and education, home care of the sick, first aid, disease prevention, how and when to use medical and dental services, mental hygiene, and many other elements make up the program. Every youth in the secondary schools should have the opportunity to participate in a rich and varied program of physical education and recreational activities. Corrective work should be available according to the needs of each pupil. The consensus of opinion is that two units of work, one in health instruction and one in physical education and recreation are necessary to give desirable emphasis in this area.

7. Industrial Arts. (2 units for boys, 1 unit for girls) Over fifty per cent of the people of Connecticut earn their living through industrial occupations. From the standpoint of appreciation and understanding, and also because of the development of useful skills, every boy and girl should have shop experience in the industrial arts program. Boys have a more extensive need in the area, however, and should have a minimum of two units work in industrial arts. Girls should have one unit of work as a minimum.

8. Art. (1 unit) Art education has distinctive values for all pupils in the secondary school. Consumer values as well as the opportunity to explore and develop elementary skills calls for a minimum of one unit of work for each youth.

9. Music. (1 unit) Music is a universal language which appeals to all of the people of the earth. In the United States, where the population is composed of peoples from all nations, races and religious beliefs, musical contributions of all types should be presented and understood. All should have opportunities to sing, play musical instruments and learn to listen through a program of music education.

One unit of appropriate activities should be the minimum provision in the school program for every pupil.

10. Business Education. (1 unit plus typewriting) Every person has need for sufficient knowledge and skill in business education to meet his demands for personal use. These demands can be satisfied through junior business education and typewriting. One unit in junior business education plus learning to type should be a part of the education of every secondary school pupil.

11. General Vocation Education. (1 additional unit) General vocational education includes programs of information which may be integrated with the major areas of the school program such as English, science, industrial arts, and so on. Part of general vocational education is covered by common learnings already proposed in industrial arts and business. Ability and interest to continue education beyond the twelfth grade can be determined by performance in all phases of the "Common Learnings" described above in items 1 through 10.

Every pupil should have some opportunity in the field of general agriculture. This should be provided through one unit in general agriculture, horticulture or some other appropriate title.

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4.

Distribution of Units

A total of items 1 to 11 in the "Common Learnings" is twenty-two units. Of these twenty-two units, one in science, one in mathematics, one in home and family living, one in industrial arts, and one in junior business education, making a total of five units, may well be scheduled in grades seven and eight. this leaves a total of 17 units in the "Common Learnings" which should be scheduled in grades nine through twelve inclusive. Allowing 7 additional units for specialization, plus the 17 units proposed for the "Common Learnings", each pupil would complete 24 units in grades nine through twelve. Whatever the educational organization may be in the city of New London, the seventh and eighth grades should contain its fair share of the needed program in secondary education.

It should be borne in mind that the proposal for twenty-four units of work in grades nine through twelve is based on the present subject organization. Through integration and the development of learning activities on pupil's needs centered on practical problems of living, the actual reduction of units as presently defined would be feasible and desirable.

5.

Specialization

In addition to a program of "Common Learnings" every young person should have the opportunity to specialize to some extent on the high school level in the field of his major interest. Included in these opportunities should be, preparation for higher institutions of learning, business, industrial arts, art, music, agriculture, homemaking, and preparation for a trade or technical work. A pupil may also wish to place more than the usual emphasis on science, mathematics, a language, or specialize in some phase of the communicative arts such as public speaking or writing. Physical education is usually provided through sports. Unless sufficient opportunities are provided to cover the

interests of all pupils, many will continue to have no definite personal motivation to continue their schooling to graduation. Many of those who do continue without a definite personal interest, will do so because of parental or other pressures and will merely complete a general curriculum. The 35% who complete a general curriculum in Connecticut are missing the values that come from pursuing specialized interests.

6.

Opportunities for Specialization and Common Learnings in New London Secondary Schools

The above description of a program of "Common Learnings" and opportunities for specialization was made as a yardstick to measure the offerings in the three high schools of New London. In making the comparison between the proposed pattern and the New London high school offerings no attempt is made to evaluate the actual contents of subjects or courses. The comparisons are based on the amount of offerings in each field.

It is evident that all three high schools have an ample amount of offering in the fields of English, mathematics, science, and social studies. Enough units are offered in these areas to provide for both "Common Learnings" and specialization, providing adjustments can be made for individual interests.

In music and art, pupils have minimum offerings for common learnings: a pupil specializing in one of these fields would need four units of work. No school provides four units in either art or music.

Chapman Technical High School has an excellent program in industrial arts. The other two schools do not have programs in industrial arts.

In home and family living education Chapman Technical High School scores high on the criteria of amount and variety. Bulkeley offers nothing, while Williams Memorial Institute is short one unit for specialization in home and family living.

One unit of agriculture is offered in Chapman Technical High School. This is the amount needed for the proposed Common Learnings program. Three or four units of agriculture is the amount considered necessary for specialization. Bulkeley and Williams Memorial Institute offer nothing in agriculture.

Chapman Technical High School offers no work in business while the other two schools have the necessary offerings for both major purposes of secondary education.

All three schools place insufficient emphasis on health instruction, while two have satisfactory offerings in physical education. The Chapman Technical School offers nothing in the entire area.

The offerings in languages are satisfactory in all three schools.

The accompanying chart summarizes the situation with respect to the additional offerings needed in the three schools.

Additional units needed for Common Learnings (C) and Specialization (S)

School	Music		Art		I.A.		Home		Agric.		Bus.		Health		Phys. Ed.	
	C	S	C	S	C	S	C	S	C	S	C	S	C	S	C	S
Bulkeley	0	3	0	2	1	4	1	2	1	4	0	0	.5	.5	0	0
Chap. T.	0	1	0	2	0	0	0	0	0	3	1	6	1	1	1	1
W. M. I.	0	2	0	2.2	1	2	0	1	1	4	0	0	.8	.8	0	0

6.

Existing Educational Programs

Up to this point a pattern for common learnings and for specialization have been suggested and the offerings of the three New London High Schools have been evaluated in accordance with them.

It is the purpose in the following paragraphs to report what the pupils, who are attending the New London High Schools, are actually getting in their education programs. The following chart shows the number of units which high school seniors offered for graduation in June, 1948, in the fields of English, science and mathematics.

PROGRAMS OFFERED FOR GRADUATION IN ENGLISH, SCIENCE, MATHEMATICS (fundamentals)

School		Bulkeley - 88 boys					Chap. Tech. - 50 boys					Chap. Tech. - 50 girls					W.M.I. - 134 girls				
No. units		0	1	2	3	4	0	1	2	3	4	0	1	2	3	4	0	1	2	3	4
English	no.					88					45					35					128
	%					100					90					70					95.5
Science	no.		47	26	15			1	13	12	20		4	32	10	4	2	49	59	23	
	%		53.4	29.6	17			2	26	24	40		8	64	20	8	2.2	36.6	44	17.2	
Mathematics	no.		11	14	46	17		5	11	8	16		13	11	12	14	5	34	54	30	11
	%		12.5	15.9	52.3	19.3		10	22	16	32		26	22	24	28	3.7	25.4	40.4	22.4	8.1

Note:

(a) Six girls in W.M.I. had five units in English

(b) In Chapman Tech.:

Three boys and seven girls had 4.5 units in English
Two boys and eight girls had 5 units in English
Four boys had 5 units in Science
Ten boys had 5 units in Mathematics

1. English. From the standpoint of a balanced educational program pupils are taking a sufficient amount of work in English to satisfy their needs and to achieve the objectives of the secondary school. The content of courses and the techniques of instruction may require some reorganization to meet the varying needs of pupils, but certainly improvement is possible within the time allotted to English. In both Chapman Technical School and Williams Memorial Institute, several graduates offered 4.5 to 5 units. This may indicate the availability of a fine opportunity for specialization.

2. Science. While the offerings in science are sufficient in amount in all three schools, many graduates, as indicated by reports to the State Department of Education, fall short of needed amounts of education in this area. Assuming that one unit of science should be offered in grades 7-8, two would be needed in grades 9-12 to provide the needed education in this field. A total of 104 pupils, or 32% offer one unit or less for graduation instead of the two units suggested for a balanced program.

40% of the boys and 8% of the girls who were graduated from Chapman Technical High School in 1948 offered four units in science. This may be considered as an acceptance of the opportunity for specialization by these pupils. Four boys in the same school completed five units in science.

3. Mathematics. Only five girls who were graduated from W.M.I. in 1948 offere no work in mathematics. Of the 322 graduates included in this survey from the three schools 58 offered four, and ten boys from Chapman Technical School offered five units in mathematics. If pupils are using this preparation in mathematics in engineering and other courses in college it is a very satisfactory situation.

With the aid of the following Chart an analysis may be made of the emphasis placed on social studies by high school pupils who have completed their four years work in the New London Schools.

CITIZENSHIP EDUCATION (Social Studies Courses)

School	Bulkeley - 88 boys					Chap. Tech. - 50 boys					Chap. Tech. - 50 girls					W.M.I. - 134 girls				
	0	1	2	3	4	0	1	2	3	4	0	1	2	3	4	0	1	2	3	4
Social Studies no.			44	34	10		2	18	6	14			7	9	23		4	63	53	14
%			50	38.6	11.4		4	36	12	28			14	18	46		3	47	39.6	10.4

Note:

In Chapman Tech.:

Ten boys and seven girls offered five units in Social Studies
Four girls offered six units in Social Studies

A review of the above chart discloses that 50% of those pupils in Bulkeley, completing four year programs in June 1948 offered only two units of social studies for graduation, while only ten members of this class had a major of four units in this field. In Chapman Technical School 40% of the boys and 7% of the girls elected two units or less. The girls of Williams Memorial Institute tie with Bulkeley boys in that two units or less were offered for graduation.

A total of sixty-one in all schools as revealed in the chart offer four units of social studies for graduation. Chapman Technical provides superior advantages for interest in social studies, for seventeen pupils offered five and four offered six units for graduation. Individual programs should be examined to determine if program conflicts in scheduling, and over-emphasis on other areas prevents the election of subjects in social studies.

In the citizenship education program three other types of activities make significant contributions. They are (1) student governments, (2) forums of various kinds and (3) civic participation in community activities. These may be a part of the regular credit earning program or scheduled during or after regular school hours as extracurricular activities. From materials received from the schools it would appear that a small amount of credit is given for several of these special activities. Regardless of the amount of credit assigned to them, many of these activities are essential in a program designed to develop civic competence.

Home and Family Living. None of the boys in the New London high schools have any credits in home and family living as revealed through completed programs. All girls in the Chapman Technical High School have four units of work in home and family living education. The statistics for Williams Memorial Institute follow:

Fifty (50) girls or 37.4% offered no units in home and family living

Forty (40) girls or 29.9% offered one unit in home and family living

Thirty-three (33) girls or 24.6% offered two units in home and family living

Eleven (11) girls or 8.1% offered three units in home and family living

The evidence indicates the three following conclusions:

1. A program should be developed for boys.
2. The large number of girls in Williams Memorial Institute who are missing the program in home and family living should be required to take at least one unit.
3. Home and family living should be offered in all four years of Williams Memorial Institute so that girls who are interested may have a well rounded program.

Industrial Arts. None of the schools except the Chapman Technical School offers industrial arts. Of the fifty boy graduates selected alphabetically from the class of 1948, forty had taken four units, nine had taken four and one-half units, while one boy had taken five units in industrial arts. The girls in this school do not take any work in industrial arts.

The boys in Bulkeley and the girls in Williams Memorial Institute and Chapman Technical High School should have more opportunities for work in the field of industrial arts.

Health and Physical Education. Apparently, Chapman Technical High School offers no work in either health instruction or physical education, although some athletic teams are coached in community facilities. Both Williams Memorial Institute and Bulkeley students take physical education all four years. In addition, the graduates of these two schools offer some work (from 0.2 to 0.5 units) in health instruction. Both schools are making progress in developing a program in health education.

Art. Bulkeley graduates do not have a program in art. Less than ten pupils in Chapman Technical School out of each 100 graduates have had art, ranging in amounts from 0.5 to 2.0 units. In Williams Memorial Institute eighteen offered half a unit; five offered 1 unit; two offered 1.5 units; and two offered 2 units.

Pupils in the New London high schools are not taking art, either because it is not offered or because they are not electing it.

Music. Music in the Bulkeley School is offered through glee clubs and a band. Forty-six, or 52 percent, of the eighty-eight graduates of 1948 took no music during high school. Forty-two took glee club or band as follows:

2 took glee club or band for 1 year
4 " " " " " " 2 years
22 " " " " " " 3 years
14 " " " " " " 4 years

Six boys and twenty girls out of one-hundred earned credit in music for graduation in Chapman Technical High School. The amount of credit earned ranged from one-half to two and one-half units.

The music program in Williams Memorial Institute is more popular than in the other two schools as shown in the following table:

50 out of 134 graduates offered no units for graduation
61 " " " " " 0.5 " " "
9 " " " " " 1.0 " " "
4 " " " " " 1.5 " " "
4 " " " " " 2.0 " " "
2 " " " " " 2.5 " " "
3 " " " " " 3.0 " " "

Either the music enrollents are limited in various activities and courses, or stronger interests, and conflicts in scheduling keep pupils out of this field. Careful analysis should be made of these and other pertinent problems before improvements can be made.

Agriculture. Chapman Technical High School graduates of 1948 offered one unit in agriculture to 26 girls out of 50 and to 17 boys out of 50. No program in agriculture is offered in Bulkeley or Williams Memorial Institute. The need for a vocational agriculture program in the New London area should be studied. If the need is sufficient, a program should be established in one school and made available to pupils who desire it in the three schools.

Languages. Latin and modern language study is not recommended in the program of "Common Learnings." However, some pupils have real interest in language study if they have ability to learn readily and if they have a use for it afterwards. Language study can be justified for use in meeting entrance requirements to some colleges and universities. It can rarely be justified for use as a means of communication in this country. The following chart shows the number of units offered for graduation by New London pupils in 1948.

Number of Units in Languages offered for Graduation in 1948

School		UNITS							
		0	1	2	3	4	5	6	7
Bulkeley 88 Boys	No. %	31 35.2	6 6.8	18 20.5	11 12.5	22 25.0			
C.T. Boys 50	No. %	8 16.0	12 24.0	18 36.0	8 16.0	4 8.0			
C.T. Girls 50	No. %		7 14.0	22 44.0	16 32.0	4 8.0	1 2.0		
W.M.I. 134	No. %	12 9.0	15 11.2	41 30.6	17 12.7	20 14.9	18 13.4	9 6.7	2 1.5

Enrollments in foreign languages are heavy in the three New London high schools. This may curtail the elections in other areas. Here is a problem which should be thoroughly studied by school faculties, pupils and parents in order to get basic information for needed changes.

Relation of Curriculum Offerings to the General Plan of Organization

In the first place, individual programs of pupils should be analyzed to determine the gaps or weaknesses in their patterns of education. A tabulation of needed corrections in terms of expansion in some areas, and deletions in others, will enable the administration of the schools to reallocate faculty time and plant facilities in terms of program values and pupil needs.

Through cooperative efforts between the New London Board of Education and the Endowed and Incorporated Academies, a six year secondary school program should be provided. The report on curriculum offerings is based on this assumption. The three schools should also coordinate their efforts in order to prevent over-development in some areas and under-emphasis in others. This may lead to the exchange of teachers and students and other cooperative efforts among the three schools.

Many worthwhile activities are now in process for curriculum revision. In order to accelerate the revision program, a workshop is proposed for the faculties of the three High Schools and all seventh and eighth grade teachers. The workshop should be for one week, in order to have time to consider better ways for cooperative efforts of all concerned in building a well articulated program. All teachers in grade seven through twelve should have opportunities to help plan the workshop and to help determine plans for action.

Section II

Chapter VII

Guidance and Pupil Progress

1.

A Guidance Viewpoint

Guidance should be regarded both as a philosophy of education and as a specialized school service. The description in Chapter III of the characteristics of a good program of secondary education reflects the philosophy of education as guidance. The present treatment of guidance principles and their implications for school practices in general may well be mainly a reminder of what education is about.

As a philosophy of education, guidance stresses:

1. Individualizing education in terms of the abilities, interests, and needs of the pupils.
2. Assisting, rather than compelling, individuals to grow toward personal and social maturity.
3. Recognizing the wholeness of growth as contrasted to placing primary emphasis on the intellectual aspect.
4. Helping individuals to become increasingly self-dependent.

The goal of all educative effort is recognized as that of the well-adjusted individual who lives comfortably with himself and successfully as a member of society.

General Implications

A thoroughgoing application of this philosophy would result in an atmosphere most conducive to growth. It would involve all the activities and personnel of the school and also many aspects of community life. The curriculum would be thought of as "the main strategy of guidance", for it is through the curriculum that pupils receive most of their growth experiences in school. Curricular activities would be varied to meet the many needs and

interests of pupils, and teaching methods would be geared to the characteristics of pupils. Adaptations to all types would be considered desirable and essential.

Extracurricular activities would be provided for the same reasons and in the same general manner as curricular activities. In fact, the distinction between the two would gradually cease to exist. The community, and particularly the home as a part of it, would come to accept more fully its responsibility for providing youth good growth influences during that large proportion of time when they are not under the direct supervision of the school.

Finally, specialized guidance services would be maintained in order to provide adequate information about pupils and to make available to pupils specific, and usually, personal assistance with educational, vocational, and personal choice, and adjustment problems.

A recent bulletin of the Connecticut State Department of Education identifies the services of the guidance program as counseling; maintaining individual pupil inventories; providing occupational, educational, and community information; assisting with placement; and conducting follow-up activities. These services comprise the bulk of any guidance program, and will be used in this report as the framework for discussing the specialized guidance phase of secondary education in New London.

Guidance Services

Counseling has come to be accepted as "the heart of the guidance program." For the school situation, it may be defined as a face-to-face meeting of a pupil and a counselor in which cooperative effort is put forth to help the pupil work toward solutions of choice and adjustment problems. There is, of course, an assumption that the counselor has knowledge, skills, and wisdom that the pupil does not have, but his role is simply that of helping the pupil to help himself. Testing is often a feature of counseling and is almost always related to it. Obviously, general testing programs and the dissemina-

tion of test data for use by administrators, teachers, and counselors do not come within the scope of counseling. However, non-instructional testing activities are more closely related to counseling than to any of the other guidance services; hence, they will be treated in connection with counseling. Naturally, counseling may be both formal and informal, and schools should make provisions for both types.

Maintaining comprehensive pupil records is a continuing activity in which all the school personnel should participate under the leadership of the guidance department. Such records are essential to the individualization of the various aspects of the educational program. Strang says that the developmental record for a pupil should include:

"1. Past experiences that are likely to influence his present and future progress, such as

   a. Serious illness or accident, the effects of which persist; physical impairments.
   b. Achievement and ability, as represented by teachers' marks and results of standardized tests.
   c. Personality trends as rated by teachers and others who have had sufficient basis for observation.
   d. Attendance ratio of days absent to total school days.
   e. Extraclass and work experiences and the satisfaction or dissatisfaction attached to each.
   f. Some facts about family backgrounds--parents' birthplace, present residence, occupation, schooling, and marital status.

2. Present status in the items mentioned in (1).

---

[1] Harold J. Mahoney, The Guidance Program: It's Services and Place in Secondary Education, Connecticut State Department of Education, Bureau of Youth Services, Hartford, Conn., Bulletin 45, May 1948. 63p.

[2] Ruth Strang, The Role of the Teacher in Personnel Work, pp.417-18. Bureau of Publications, Teachers' College, Columbia University, New York, 1946.

3. Future purposes and plans..............

4. Follow-up after pupil has left school.........."

Providing occupational, educational and community information to pupils helps them become equipped to make important choices and adjustments on the basis of facts. Occupational information should stress the nature of occupations, the qualifications required for success in them, and the opportunities they provide. Information about educational institutions should be similar and should cover all types of post-high school institutions in which the pupils of a given school might be interested. Community information should cover resources outside the school that offer dependable assistance to individuals who desire help on vocational, educational, or personal problems.

As in the case of pupil information for developmental records, the guidance department should have primary responsibility for collecting information of the types in question and making it easily available to users. Teachers may be the chief dispensers of vocational information through classes. Pupils may independently obtain and use all types of information from library sources. Counselors should have a good working knowledge of the information resources and should be skilled in using them in counseling situations.

Placement refers to the specific assistance of individuals with their transfer from secondary school to other institutions or activities. All schools provide some assistance to pupils or alumni who are seeking admission to other educational institutions. Many provide some help on job placement, either directly or through cooperation with existing facilities in the community. Very few assist with the placement of individuals in civic, political, and social activities. All schools should have planned procedures for providing the first two types of assistance and should have a policy with respect to the third. Perhaps for the present the school should be content to help pupils develop a good background for making adjustments of this third type.

A systematic follow-up of former pupils is necessary for the evaluation and improvement of a school's program, including guidance activities. This procedure also gives the school an opportunity to provide former pupils additional counseling and placement assistance as needed. Each class should be surveyed a year or so after graduation, and occasionally a survey of a class should be made five, ten, or more years after graduation. All surveys would, of course, include drop-outs.

Conclusion

Fortunately, the citizens of New London accept to a large degree the guidance viewpoint that has been expressed. Evidence presented in Chapter IV shows that they want the kind of secondary education program called for by this viewpoint. Other chapters, particularly the ones on curriculum (Chapter VI) and instructional methods (Chapter VIII), describe conditions and activities in a way that, at least by implication, denotes the extent to which the schools operate within the guidance philosophy of education. It remains for the present chapter to deal only with the guidance aspects of the general program of the schools, and with specialized guidance services.

2.

General Program

Curriculum

All the secondary schools of New London recognize the importance of maintaining a good educational atmosphere for pupils and try, each in its own way, to provide such an environment. The heads of the three schools are all concerned about the individual pupil and have their somewhat individualistic methods of adapting the school's program to his needs. Chapman Tech holds to the view that "everything is guidance" and tries hard to help every pupil feel important. This school is a good illustration of school-wide effort to provide a comfortable and encouraging growth atmosphere for pupils.

In the curriculum area, as has been indicated in Chapter VI, the college preparatory emphasis predominates. Chapman Tech has the most comprehensive offerings and makes the most determined effort to provide classes that fit the achievement levels of the pupils as evidenced by school marks. However, even in this school, there is a strong emphasis on college preparation and academic standards. All the schools seem to do a good job for the college-bound student, but in so doing they create influences that make difficult their work with other pupils. The stress on college preparation is greater than in most secondary schools elsewhere.

One fortunate feature of the curriculum picture is that no "guidance subjects" are offered. A common example of such subjects is the one-semester occupations course which aims mainly to help individuals acquire occupational information. This information is certainly important, but it should be provided to pupils rather continuously through the many opportunities inherent in curricular activities in general. "Guidance subjects", regardless of their titles and purposes, represent a piecemeal attack on the problem of providing pupils a curriculum based on their needs and interests; and the existence of such courses in a school may hinder a broad approach to curriculum improvement. For these reasons, it is considered fortunate that New London's secondary schools offer no "guidance subjects."

Intelligence and Achievement Characteristics of Pupils

In terms of the intelligence and achievement test data available, the pupils in Bulkeley and W.M.I. are closely similar to high school pupils of other communities. These data are presented in tables 1 and 2. Bulkeley seniors of 1949, have a median intelligence score that is considerably higher than the national median for the twelfth grade and slightly higher than the national median for college freshmen. As high school freshmen, the 1949 class of W.M.I. was considerably above the national norm on fundamentals of mathematics. Other differences in scores are too small to merit mention.

Since Chapman Tech has no comprehensive testing program, it could not supply test data of any given type for either an entire class group or a representative sample of a class.

Table 1

STANDARDIZED TEST SCORES FOR THE CLASS OF 1949 AT BULKELEY SCHOOL AND FOR NATIONAL NORM GROUPS[a]

Test	Scores[b] at				National medians[b]		
	9th grade		12th grade[c]		9th grade	12th grade	college freshmen
	median	range	median	range			
California Short-Form Test of Mental Maturity	100 (I.Q.)	66-147 (I.Q's)	111 (I.Q.)	75-161 (I.Q's)	101 (I.Q.)	105 (I.Q.)	110 (I.Q.)
Cooperative English Test C1: Reading Comprehension, Form T	45	26-82	52		44	54	57

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[a] Data were obtained from school records and were available for practically all members of the class.

[b] All are scaled scores, except the I.Q.'s. The median is the midpoint of a distribution by scores; the range, distance between lowest and highest scores.

[c] Class had both lost and gained members, but size had decreased. In the ninth grade, 106 pupils took the tests; in the twelfth, 78.

Table 2

STANDARDIZED TEST SCORES FOR THE CLASS OF 1949 AT W.M.I. AND FOR NATIONAL NORM GROUPS[a]

Test	Scores[b] at				National medians[b]		
	9th grade		11th grade				
	median	range	median	range	9th grade	11th grade	college freshmen
California Short-Form Test of Mental Maturity	98 (I.Q.)	61-125 (I.Q's)	106 (I.Q.)	75-138 (I.Q's)	101 (I.Q.)	104 (I.Q.)	110 (I.Q.)
Cooperative English Test C1: Reading Comprehension, Form T	46	26-68	51	21-82	44	51	57
Cooperative English Test: Usage and Spelling, Form PM	42	26-61	Test not given	--	42	50	55
Progressive Mathematics Test--Advanced Form A: Math. Fundamentals	56	14-77	"	--	46	54	63

---

[a] Data were obtained from school records and were available for practically all members of the class.

[b] All are scaled scores, except the I.Q.'s. The median is the midpoint of a distribution of scores; the range, distance between lowest and highest scores.

[c] Class had both lost and gained members, but size had decreased. In the ninth grade, 183 pupils took the tests; in the twelfth, 169.

Class Size and School Marks

Small classes may promote the individualization of teaching and large classes tend to hinder it. To obtain summary figures on class size, the number of students enrolled in classes at the beginning of the second semester of 1948-49, was tabulated for each school. Physical education, homeroom, and orchestra groups were not included. The respective means and ranges for the data obtained follow:

School	Mean*	Range
Bulkeley	20.6	6-34
W. M. I.	23.2	6-37
Chapman Tech	32.7	6-42

* The mean is the arithmetic average.

At Bulkeley and W.M.I., the average class is somewhat smaller than for high schools elsewhere; at Chapman Tech, it is considerably larger. Seventy-six per cent of the classes in this school have 30 or more students and 36 per cent have 37 or more.

Although the schools do not have clearly formulated marking policies, they all seem to adhere to the same general policy. Their practices suggest that the marks given pupils in their various subjects represent a compromise between an adaptation to individuals of low or average ability and the maintenance of high academic standards. All pupils who do acceptable work in terms of their varied learning abilities are given passing marks, but many are assigned low marks. In this way, it appears, the schools attempt to attain two conflicting goals.

At Bulkeley, the passing mark is 60; at W.M.I., it is "D"; at Chapman Tech, 70. For the class of 1948 in each school, the percentage of total marks represented by failures was determined. In this computation, all subjects were used and all were considered to be of equal weight or value. The resulting figures follow:

School	Percentage of Failing Marks 9th Grade	Percentage of Failing Marks 12th Grade
Bulkeley	10.4	1.7
Chapman Tech	14.0	4.0
W.M.I.	13.4	1.3

These data compare satisfactorily with those representative of common practice.

In order to determine the difference between marks earned by a given class in the ninth and twelfth grades and to reveal variations among the marks for the various subjects, pertinent data were tabulated for the 1948 class at Chapman Tech. The procedure proved too time-consuming for use at the other schools, but high school averages were obtained for the 1948 class at each of these schools as well as for Chapman Tech. Charts 1, 2, and 3 summarize the data collected, except for those showing the marks of specific subjects at Chapman Tech. Generally speaking, variations in average marks for subjects proved to be small and were, therefore, considered unimportant.

According to the data in the charts, the average high school mark for each graduating class studied is lower than the college certification mark of the appropriate school. For Chapman Tech and W.M.I., the gap between the two is wide; for Bulkeley, it is narrow. These discrepancies raise a question as to whether or not the schools have set their college certification marks too high.

Marks are reported to pupils and parents in numerical or letter form. As a rule, report cards do not carry comments which describe the quality of the work pupils have done.

Dropouts

One measure of the excellence of a secondary school program is the extent to which it retains until graduation the pupils that it enrolls. By studying the individual records of all pupils who entered each school as freshmen in September, 1944, retention rates for the three schools were determined. By June, 1948, all pupils in the groups at Chapman Tech and W.M.I. had either

Chart 1

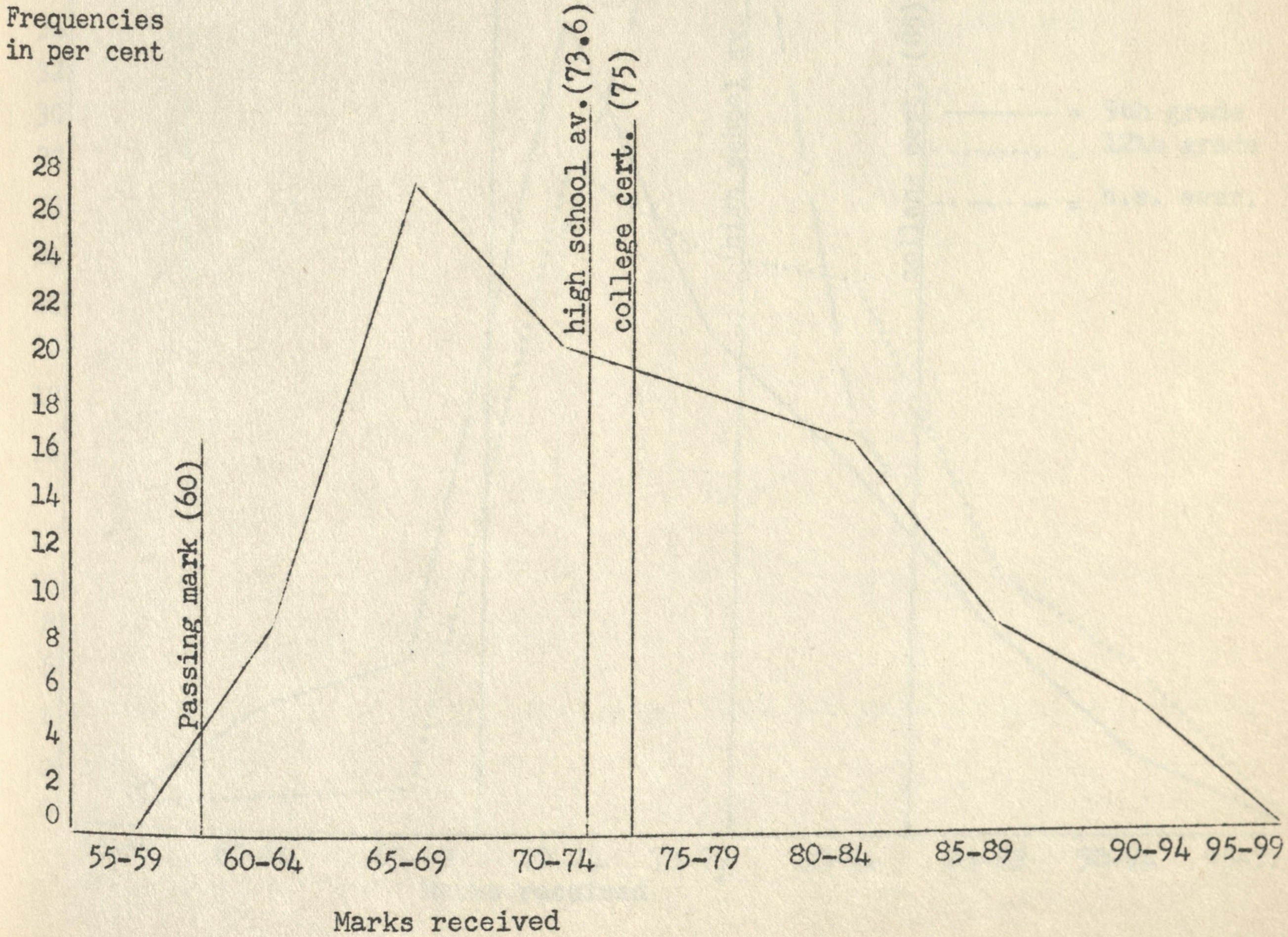
HIGH SCHOOL AVERAGES FOR THE CLASS OF 1948, BULKELEY SCHOOL*

Range of marks	Percent in each range
95-99	0.0
90-94	5.6
85-89	8.9
80-84	16.7
75-79	11.1
70-74	21.1
65-69	27.8
60-64	8.9
55-59	0.0

Average = 73.6

Passing mark = 60

College certification = 75



*Tabulated from school records.

Chart 2

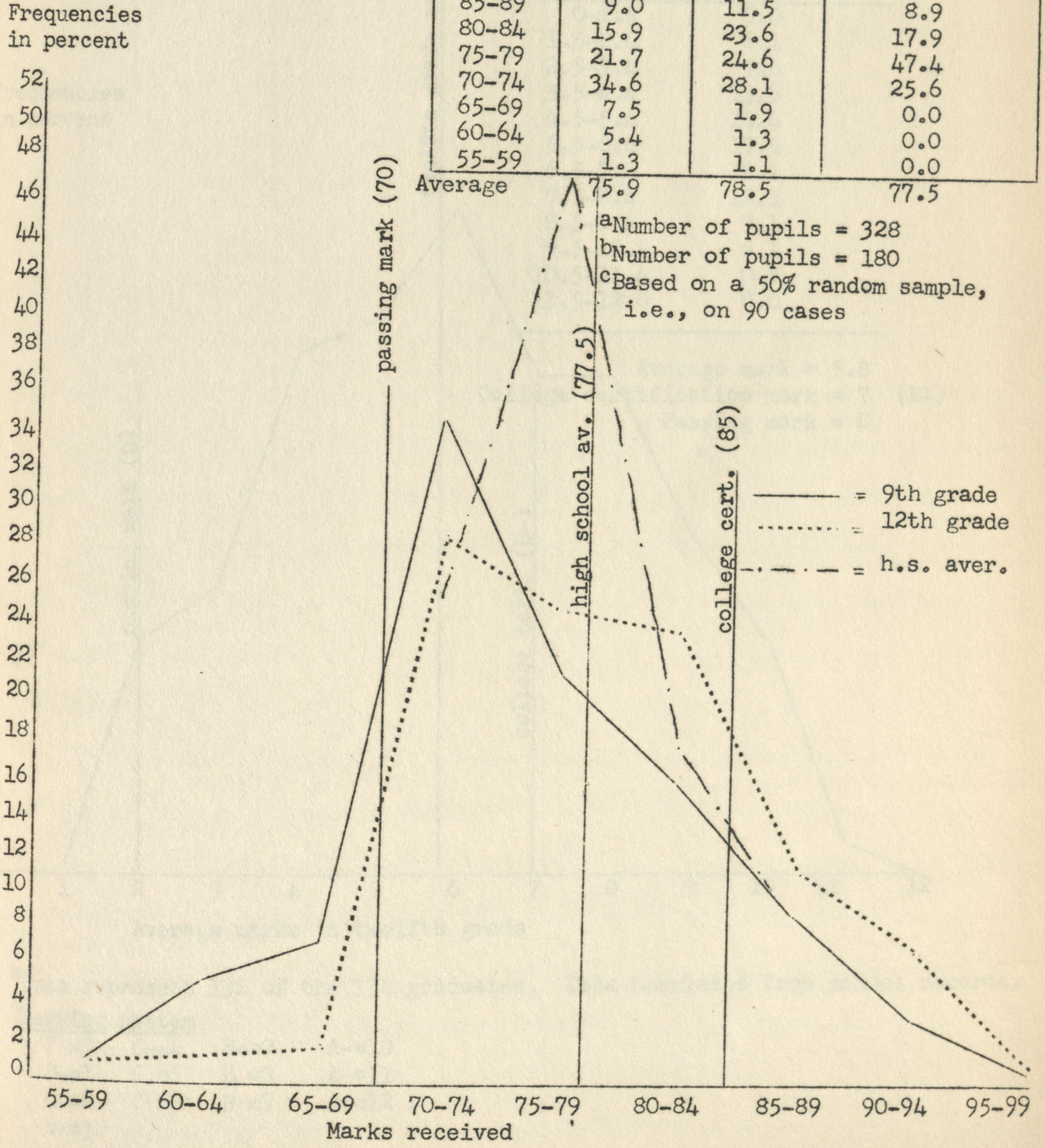
NINTH AND TWELFTH GRADE MARKS AND HIGH SCHOOL AVERAGES FOR THE CLASS OF 1948, CHAPMAN TECHNICAL SCHOOL*

RANGE OF Marks	PER CENT IN EACH RANGE		
	9 gr.[a]	12 gr.[b]	h.s. average[c]
95-99	0.5	1.1	0.0
90-94	3.7	7.3	0.0
85-89	9.0	11.5	8.9
80-84	15.9	23.6	17.9
75-79	21.7	24.6	47.4
70-74	34.6	28.1	25.6
65-69	7.5	1.9	0.0
60-64	5.4	1.3	0.0
55-59	1.3	1.1	0.0
Average	75.9	78.5	77.5

[a] Number of pupils = 328

[b] Number of pupils = 180

[c] Based on a 50% random sample, i.e., on 90 cases



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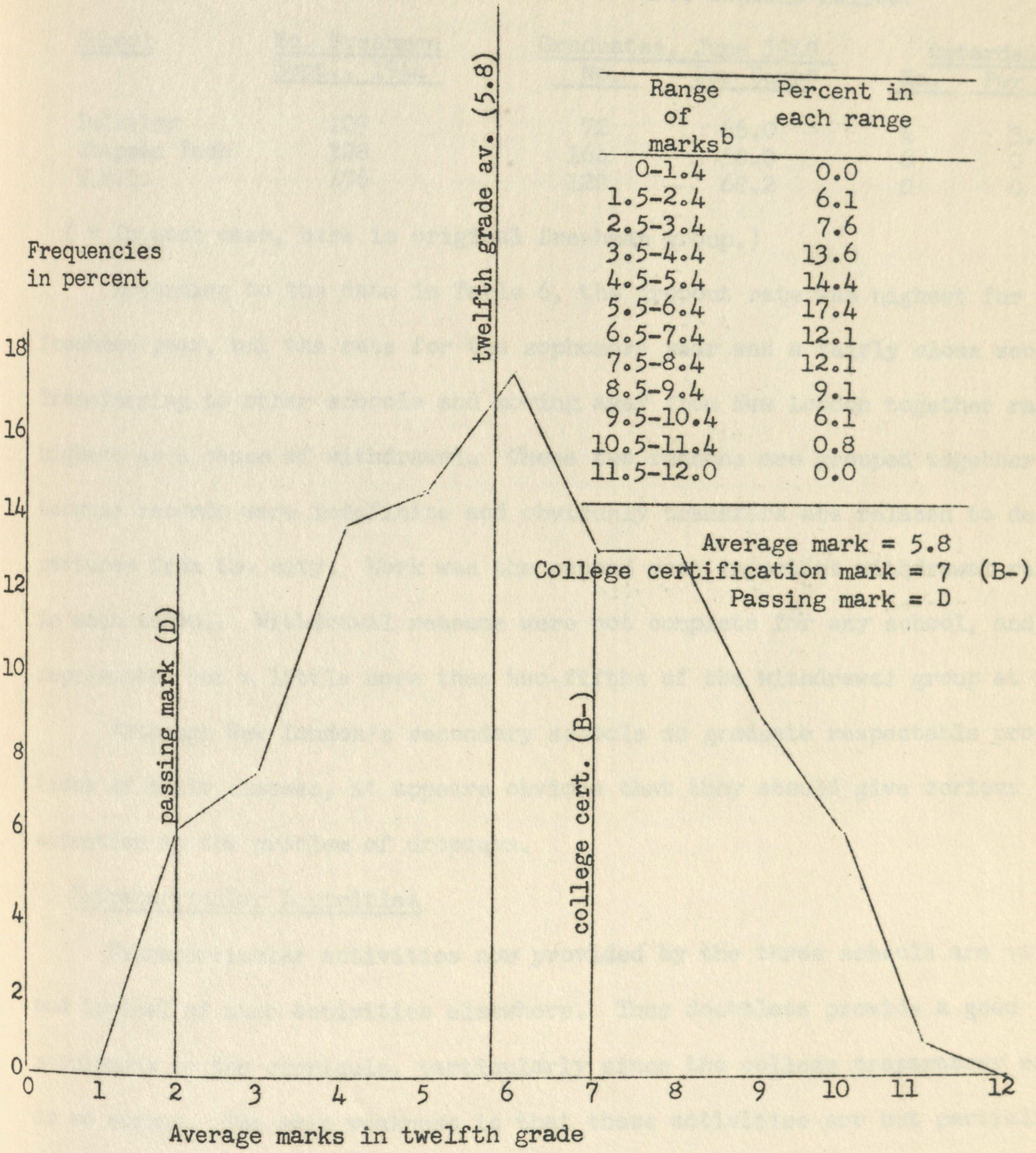
*Tabulated from school records.

Chart 3

AVERAGE MARKS FOR THE TWELFTH GRADE, CLASS OF 1948, WILLIAMS MEMORIAL INSTITUTE[a]



Range of marks[b]	Percent in each range
0-1.4	0.0
1.5-2.4	6.1
2.5-3.4	7.6
3.5-4.4	13.6
4.5-5.4	14.4
5.5-6.4	17.4
6.5-7.4	12.1
7.5-8.4	12.1
8.5-9.4	9.1
9.5-10.4	6.1
10.5-11.4	0.8
11.5-12.0	0.0

Average mark = 5.8
College certification mark = 7 (B-)
Passing mark = D

[a] Data represent 132 of the 134 graduates. Data tabulated from school records.

[b] Marking system

F =0 C-=4 B-=7 A-=10
D-=1 C =5 B =8 A =11
D =2 C+=6 B+=9 A+=12
D+=3

withdrawn or had been graduated. Four of the original group at Bulkeley had neither dropped out nor qualified for a diploma. These four did return to Bulkeley in September, 1948. Data for the three schools follow:

School	No. Freshmen Sept., 1944	Graduates, June 1948		Retarded	
		No.	Per Cent*	No.	Per Cent*
Bulkeley	109	72	66.0	4	3.7
Chapman Tech	328	164	50.0	0	0
W.M.I.	176	120	68.2	0	0
			184.2		

(* In each case, base is original freshman group.) 61.4

According to the data in Table 6, the dropout rate was highest for the freshmen year, but the rate for the sophomore year was a fairly close second. Transferring to other schools and moving away from New London together rank highest as a cause of withdrawal. These two reasons are grouped together here because records were indefinite and obviously transfers are related to departures from the city. Work was the second most important withdrawal reason in each school. Withdrawal reasons were not complete for any school, and they represented but a little more than two-fifths of the withdrawal group at W.M.I.

Although New London's secondary schools do graduate respectable proportions of their classes, it appears obvious that they should give serious attention to the problem of dropouts.

Extracurricular Activities

Extracurricular activities now provided by the three schools are varied and typical of such activities elsewhere. They doubtless provide a good supplement to the curricula, particularly since the college preparatory emphasi is so strong. The main weakness is that these activities are but partially viewed and provided as a segment of a functional educational program. There is too much emphasis on interscholastic competition in some activities, especially athletics, and this may work against broad participation.

The homeroom activity is largely administrative in character and its period is usually too short for any other purpose. This agrees with common practice.

Table

Withdrawal Times and Reasons for Dropouts, Classes of 1948, New London Secondary Schools

Times of, and Reason for, Withdrawal	Bulkeley		W.M.I.		Chapman		All schools	
	No.	%	No.	%	No.	%	No.	%
Time								
During Freshman year	7	19.0	16	28.5	51	31.4	74	28.4
End of " "	7	19.0	7	12.5	7	4.4	21	8.2
During Sophomore year	10	25.6	9	16.1	31	18.8	50	19.1
End of " "	1	3.0	10	17.8	25	15.1	36	14.0
During Junior year	6	16.0	5	8.9	26	15.7	37	14.4
End of " "	1	3.0	6	10.7	8	5.0	15	5.8
During Senior year	3	9.0	2	3.6	15	9.1	20	7.8
End of " "	2	5.4	1	1.8	1	0.6	4	1.6
TOTALS	37		56		164		257	
Reason								
Work	8	21.6	3	5.3	43	26.2	54	21
Transferred	3	8.1	19	33.9	28	17.1	79	30.7
Moved from City	13	35.1			16	9.7		
Expelled	1	2.7	--	--	19	11.6	20	7.8
Poor Health	1	2.7	--	--	6	3.6	7	2.7
Enlisted for military service	6	16.2	--	--	9	5.5	15	5.8
Married	-	--	1	1.8	3	1.8	4	1.6
Miscellaneous	1	2.7	-	-	6	3.7	7	2.7
No Record	4	10.8	33	58.8	34	20.7	71	27.6
TOTALS	37		56		164		257	

3.

Guidance Program

Counseling

While counseling activities can not be compartmentalized, three overlapping types are commonly recognized: educational, vocational, and personal. In New London's secondary schools, educational counseling strongly predominates. Vocational comes in for considerable attention, but is largely incidental to educational; and personal counseling, particularly of a professional type, is definitely in third place. All schools devote a rather large amount of time and effort to helping pupils with their individual problems.

Educational counseling is primarily concerned with assisting pupils to choose their high school programs of study and to plan for attendance at colleges or other post-high school educational institutions. A secondary consideration is that of assisting pupils to adjust to their present school conditions. Vocational counseling is directed toward the problem of vocational choice and the closely related problem of training.

The three schools recognize that personal counseling is important and each provides it to some extent in connection with other types of counseling, as well as specifically. At Bulkeley, some testing is done in connection with personal counseling. All the schools rely heavily on the interview; and Chapman Tech puts heavy emphasis on the school's atmosphere and on the informal contacts pupils have with the teachers and the principal. Rarely is a pupil referred by any school to a psychiatrist or to a special agency for mental hygiene aid. Despite the inadequacy of resources, more pupils could and probably should be treated professionally than is currently the case. Counseling on health problems is provided to a slight extent by nurses, but these individuals confine their activities largely to health services.

Contacts with parents are not a planned feature of counseling activities. If and when they occur, they are arranged at the discretion of the principals

or at the request of parents.

Group testing at Bulkeley and W.M.I. is adequate for counseling purposes and, in fact, compares favorably with such testing in secondary schools in general. Although no comprehensive testing is done at Chapman Tech, one staff member has been granted a little time for testing and other counseling activities.

Both Bulkeley and W.M.I. use the Boston University Testing Service for all comprehensive testing. This Service provides test materials; administers and scores the tests used; and supplies individual reports on pupils and summary reports for grade groups. Each year, W.M.I. has an educational diagnostic battery administered to freshmen and an aptitude and interests battery to juniors. Bulkeley uses only the latter battery and likewise with its junior class.

The tests included in the batteries are widely used standardized group tests that provide information which can be of much value both in teaching and counseling. Those in the general battery administered last fall were as follows:

California Short-Form Test of Mental Maturity

Cooperative English Test - C1: Reading Comprehension
Lower Level, Form T

Cooperative English Test: Usage and Spelling, Form PM

Progressive Mathematics Test, Advanced Form A:
Mathematics Fundamentals

The aptitude and interests battery used this year was comprised of the first two tests in the preceding list and the following additional tests:

Occupational Interest Inventory, Advanced, Form A
by Edwin A. Lee and Louis P. Thorpe

Minnesota Clerical Test

Revised Minnesota Paper Form Board, Series AA

In connection with counseling activities, Bulkeley employes a variety of well-chosen standardized group tests. No school gives any individual tests, d the request of parents.

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The aptitude and interests battery used this year was comprised of the rst two tests in the preceding list and the following additional tests:

Occupational Interest Inventory, Advanced, Form A
by Edwin A. Lee and Louis P. Thorpe

Minnesota Clerical Test

Revised Minnesota Paper Form Board, Series AA

In connection with counseling activities, Bulke[illegible]s a variety of l-known standardized group tests. No school giv[illegible]idual tests, i.e., tests that must be administered to one person at a time. Such tests of intelligence are highly desirable for a small proportion of pupils whose record: on group intelligence tests vary markedly from their scholastic records. Some need for other individual tests, such as those designed to measure mechanical aptitude, may also exist.

No school has a system which assures every pupil regular counseling interviews. Bulkeley does have a program which provides systematic counseling to each senior on the problem of post-high school education.

Pupil Records

The record forms and systems used vary with the schools, but all imply a recognition of the importance of good records. They make provision for a variety of information and, although improvable, could serve the needs of the schools satisfactorily. Their main weaknesses are that they are almost devoid of facts about the elementary school histories of pupils; they are not complete for the elementary or the high school years; and they contain very little qualitative material, such as interview notes and records of observed behavior.

For one freshman class whose records were studied, no elementary school data were available for 25 per cent of the group; and for a freshman class in a different school, the corresponding percentage was 62. Even when records were found, they were meager and the intelligence test data were rather meaningless, since I.Q.'s were often given without the names of the tests used in obtaining them.

An analysis of samples of freshman and senior records at each school showed that such basic facts as school marks are always recorded, but that data considered less essential, such as the nature and extent of extracurricular participation, frequently are not.

Vocational, Educational and Community Information Service

In keeping with their emphasis on educational guidance, the secondary schools of New London do a good job of providing their pupils information about colleges and other post-high school institutions. Their vocational information activities are less satisfactory, and they make no specific effort to acquaint their pupils with community resources for use in achieving vocational, educational, or personal-social adjustment.

Educational information consists mainly of catalogs from institutions in which pupils are presumably most interested. With one possible exception, the schools are inadequately supplied with college directories. Vocational information is supplied mainly through monographs and leaflets that are generally available and widely used by secondary schools. All the schools have some occupational books, but none has what might be termed an adequate shelf of such books. W.M.I. is the only school that subscribes to an index of current occupational literature and that issues an occasional bulletin to teachers on new occupational materials available for instructional and counseling use. The schools own no occupational films and make but little use of rented films of this type. Information about local job conditions is obtained and used only incidentally.

The schools put forth no planned effort to acquaint their pupils with community resources that offer assistance with post-high school adjustments. Public and private employment services, social agencies, political, civic, and religious organizations may all be regarded as resources which high school pupils should know about.

Placement

None of the schools has a comprehensive placement service, but all engage in placement activities. They do their best work in helping their seniors and graduates obtain admission to colleges and other educational institutions. Individuals are encouraged to apply to institutions that are appropriate for

them and, partly because of this, the schools enjoy an excellent reputation with colleges.

Vocational placement is less systematic and less successful. Each high school proceeds independently of the others in an activity that might well be a joint one, and very little use is made of the local office of the Connecticut State Employment Service. Bulkeley and Chapman Tech provide placement help through the principal's office. W.M.I. has designated one teacher as the placement officer for commercial graduates and the dean also does a little placement work. The job placement activities of the schools receive less attention at present than they should.

Nothing specific is done to help individuals with the transition to post-school activities of a personal, social, and civic nature. The problem may be of secondary concern for the school, but it merits more attention than it now receives.

Follow-Up

All the schools are weak on follow-up activities. The information they have about former pupils represents largely by-products of placement activities and voluntary reports from educational institutions in which alumni are enrolled. No school has a planned follow-up system, though Bulkeley does collect annually the data needed to round out a complete report on the graduating class of the preceding year. This school was able to account for all members of its 1948 class; W.M.I. could supply data about their graduates of this class who entered educational institutions; and Chapman Tech could indicate which graduates had shown interest in further education by applying for admission to various institutions.

Data for members of the 1948 classes at Bulkeley and W.M.I. who entered each of four types of institutions follow:

Type	Bulkeley		W.M.I.	
	No.	Per cent of class	No.	Per cent of class
Four-year colleges	41	45.6	25	18.7
Junior colleges	11	12.2	18	13.5
Professional and vocational schools	4	4.4	30	22.3
Preparatory schools	1	1.1	--	----
TOTAL	56	63.3	73	54.5

Roughly comparable proportions of the 1948 class at Chapman Tech applied for admission to colleges and other educational institutions, but this fact is not prima facie evidence that they entered. Therefore, the specific figures are not presented here.

Activities of Bulkeley graduates of 1948 who did not continue with formal education follow:

Activity	Number	Per Cent
Military Service	14	15.6
Industrial employment	5	5.6
Bank employment	1	1.1
Retail clerking	4	4.4
Laundry work	1	1.1
Garage employment	1	1.1
Hotel work	1	1.1
Newspaper work	1	1.1
Taxicab driving	1	1.1
Farm work	1	1.1
Working at airport	1	1.1
Unknown	2	2.2
	33	99.9

Administration of Guidance Services

The same inadequate pattern for administration of guidance services exists in all three secondary schools. The principal of each school heads the program and performs much of the work that is done, particularly counseling. These two facts handicap both guidance and other school services.

At Bulkeley, the principal has an assistant who in the spring of 1949 began to assume some of the responsibility for helping pupils plan their subject programs. W.M.I. has a dean whose guidance activities consist of assisting pupils with their educational and vocational choice problems and of

supervising the guidance records. Although Chapman Tech claims that it has no guidance program, it recognizes that three teachers have special guidance responsibilities. One of these teachers schedules all pupils for classes on the basis of their scholastic records and other characteristics as he knows them. Another has all freshmen in a single homeroom in order that she may "condition them for school". She also is allowed some time for counseling activities, including testing, her teaching load having been reduced 20 per cent. The third is an unofficial shop supervisor who helps all pupils, except the girls in homemaking arts, to adjust to their required work in practical arts.

Faculty members of all schools are expected to provide pupils some guidance through homeroom, extracurricular, and informal activities. W.M.I. has a group of teachers who are called counselors, each of whom was last fall assigned 15-20 freshmen for counseling in a non-specialized way throughout their stay in high school. The idea is sound, but the execution of it is weak; and it bids fair to remain so since the teachers involved have been afforded neither the time nor the inservice training needed for their new duties.

Not only are the schools failing to spread guidance responsibility widely among their teachers, but they are also disregarding the special training in testing and counseling that some of their teachers have had. A number of teachers have had basic training in individual testing, yet they are not allowed to use and improve their skills. This practice can only result in a waste of training and a dampening of enthusiasm.

The biggest weakness in the record system is that it does not provide for transfer of important pupil data from the various elementary schools to the high schools. This shortcoming is a part of the overall problem of articulation between elementary and secondary education in New London, but it could be remedied, at least to a large degree, within the present administrative structure.

Records are centrally stored and satisfactorily protected. However, a big question exists as to whether they are adequately available to those who should use them. In one school, teachers are provided information from guidance records only through oral interpretations by the principal. While such a practice may be temporarily defensible, it should be considered as an unfortunate expedient to be used only while teachers are being helped to learn how to interpret and use guidance records.

Present provisions for administering the group tests included in the Boston University batteries are satisfactory. The administration of tests in connection with counseling activities takes place in the principal's outer office at Bulkeley and is supervised by him. At Chapman Tech, administration is handled by the teacher who is charged with secondary responsibility for counseling. No problem exists at W.M.I., since no tests are given as a part of counseling procedures. The locale of the testing at Bulkeley probably should be changed, and this would call for different supervision. Any changes at the other schools would depend on an expansion of testing activities.

The present administration of vocational and other information resources offers considerable opportunity for improvement. At Bulkeley, all such resources, except occupational books, are stored in the principal's outer office and ordinarily are used there. A similar situation holds at Chapman Tech, with the office of the part-time counselor being the main place for storage and use. At W.M.I., some of the materials are administered by the library and others by the dean's office.

The principals at Bulkeley and W.M.I., and also the dean at the latter institution, have private offices. Unfortunately, the principal at Chapman Tech must share an office with his secretary. The teacher in this school who does some counseling has an office which is used as a passageway when classes change. While it would not be practical to arrange for all teachers to have private offices, it does seem that all individuals with special responsibility

for guidance should have private offices.

Clerical service at Bulkeley and Chapman Tech appears to be adequate for the guidance services now being provided. At W.M.I., the dean does some clerical work that should be performed by a clerk-typist or a stenographer. If guidance services are expanded in the schools, some additional need for clerical help will inevitably develop.

No specific effort is made to evaluate the guidance services in any of the schools. The introduction of a systematic follow-up program would automatically provide a basis for some evaluation of guidance, as well as of other school services.

Conclusion

While there is considerable room for improvement, conditions and practices in the New London secondary schools suggest that the schools recognize the importance of guidance both as a viewpoint and as a special service. All the schools manifest interest in maintaining a good educational environment for their pupils. They rank moderately high on their provision of educational guidance and have some basis for pride in their college placement record. One of the schools is outstanding for its personalized approach to pupils and the other two deserve special mention for the extensiveness of their testing programs. All are to be congratulated on the fact that they are not attempting to meet the guidance problem partly through offering so-called guidance classes. With the basis that exists, improvement should not be too difficult to attain.

A paradoxical feature of the situation is that each principal complicates improvement of the guidance program and of education in general by taking primary responsibility for guidance. Thus does each limit unwisely his activities in other areas and fail to make maximum use of his faculty. Delegation of specific responsibility for guidance, with increased participation in guidance activities by teachers in general, is essential to progress.

The change just suggested and others needed to make guidance services more effective will be proposed as recommendations in section III.

Section II
Chapter VIII

INSTRUCTION

1. Teacher Qualifications and Teaching Procedures
(As reported by the teachers)

An evaluation of teaching and learning procedures was obtained in two ways: first, from a comprehensive questionnaire filled out by the New London high school teachers; and second, from reports of members of the survey committee who visited the schools.

The first part of this chapter concerns itself with the results of the teacher questionnaire, here submitted in its original form. The answers incorporated below represent the composite replies of all the teachers submitting them. A total of 85 teachers participated from all three high schools, though not all the teachers answered all the questions.

Yale University
Department of Education

TEACHER QUALIFICATIONS AND INSTRUCTIONAL PROCEDURES

To the teacher: The purpose of this inquiry is to secure information on the preparation and qualifications of the teaching staff as a whole, and to find out the prevailing point of view with regard to what teaching practices are or should be. It is not a rating sheet or a questionnaire on individual teachers, and teachers may sign their names or not as they choose.

1. Preparation

1. College and/or university: About 75% of the teachers attended widely distributed liberal arts colleges and universities, the University of Connecticut and the Connecticut College for Women claiming a good 25%. Eight teachers received their training in teachers' colleges. 15 teachers either did not answer, or did not finish college.

2. School experience: The spread was very great, from teachers with one year's experience (3 reporting) to those with upwards of 40 years (3 reporting). It was apparent that most of the teachers had received most of their experience in New London, the average being 18 years. The greatest amount of experience was reported by Bulkeley, where only one teacher of the 18 reporting had taught less than ten years. The mean at Bulkeley was 25 years. With only 13 teachers having taught less than 5 years, it cannot be said that the New London teaching staff lacks teaching experience.

3. Non-school, business or professional experience: New London's high school teachers, particularly those at Bulkeley and Chapman Tech, engage in a great variety of non-school occupations, most of which are used as sources of supplementary income, especially during the summer. Aside from armed services occupations, experience in waterfront activities predominates, with camp work and recreational activities second, and office and clerical work third. 9 teachers made no reply. Length of service was also most varied, but it was apparent that much time was spent by the majority of teachers on occupations other than teaching.

4. Academic preparation:

a. Undergraduate major(s):
b. Undergraduate minor(s): The relation of majors to minors was in instances a desirable one, though an occasional contrast was given, such for example as a major in mathematics and a minor in history. 9 teachers had minored in education or psychology.

c. Degrees held: 70 teachers (out of 85) reported holding the bachelor's degree, of whom 20 had master's degrees.

d. Graduate study: A good third of the teachers reporting listed graduate study in education. 22 teachers indicated no graduate study whatever. Some industrial arts teachers at Chapman Tech named Chapman Tech as the source of their graduate (as well as undergraduate) study. At Chapman Tech only 12 teachers out of 41 reported graduate work in fields other than education. The conclusion must be drawn that New London high school teachers in general do not present high totals in the amount of graduate credit they have earned.

5. Professional preparation. Check courses in which credit has been earned: (The figures below indicate the number of teachers earning credit. 85 reported.)

History of education	58	Guidance	38
Principles of education	64	Mental hygiene	14
School administration	28	Pupil activities	15
Supervision	31	Curriculum study	22
Educational psychology	68	Statistics	15
Methods of teaching	65	Educational measurement	33
Practice teaching	42	Library training	5

In addition to the above, 20 other courses were listed, 2 teachers citing general psychology and 3 teachers general sociology.

2. Instructional and Personal Qualifications

1. Are you teaching the subjects you want to teach?

With 3 exceptions all teachers are teaching the subjects they want to teach.

2. How do you keep up with new developments in teaching?

Teachers showed a preference for reading professional magazines and attending professional meetings as their chief method of keeping up with new developments. Graduate courses, including workshops and clinics, came in third. Visiting schools and attending lectures followed in order of importance.

3. What serious difficulty do you have in stimulating students to profitable and effective work?

30 teachers stated that they had no serious difficulties at all; 24 of these teachers were at Chapman Tech. 8 teachers did not answer. Of those who answered, the students were given the blame because of their alleged indifference, self-satisfaction, "the present generation's restlessness, inattentiveness, and indolence," lack of interest in learning, difficulty in getting students to produce, etc. A few teachers blamed the difficulty on social pressures, lack of time, parental indifference, mixed groups, and lack of academic standards. No teacher confessed the difficulty lay in his or her own person.

4. List regular non-school activities. In what way are these activities helpful to you in your teaching?

8 teachers did not answer. 6 teachers reported "no non-school activities." Of those listed, a wide variety of activities contributed mostly to expanding the life interests of the teachers. They were helpful because (in most instances) they were relaxing, refreshing, and they were a change from teaching. A number of constructive benefits were listed: keeping the creative faculties alive, broadening the viewpoint, meeting people in other walks of life, etc. On the whole this question produced very satisfying responses, and demonstrated that New London teachers were aware of getting out into the world in order to be able to teach more about it.

5. What systematic plan do you have for keeping informed on current social problems?

Reading (newspapers and periodicals), radio and lectures (in that order) were listed as the chief method of keeping informed on current problems. Surprisingly few listed membership in organizations. As a social scientist, one teacher answered, "I try never to miss a trick." 6 teachers did not answer the question. 4 teachers reported "no system." From the tenor of replies given, the conclusion might well be reached that few teachers really had a specific or systematic plan for keeping informed on current events, though many different methods were used.

6. How would you characterize your general health?

31 teachers characterized their general health as "excellent." 33 termed it "good" or "very good." One indicated that it was "fair" and another, that it was "all right." A few teachers qualified their replies with such remarks as "nervous strain when having too many tests

to correct." "Excellent except when filling out forms such as this." Others were rather generous in reporting their health status, citing especially a long record of few or no days absent in many years. There were frequent complaints of overwork and mental fatigue. Some requested sabbatical leaves.

7. Under each of the following heads, indicate your evaluation of the teaching staff of your school:

   a. Instructional and personal qualifications: This question and the one following were answered by all but 7 teachers. Bulkeley High was in no doubt as to the excellence of its personnel, the lowest rating being "good", the majority being "excellent" in every way. W.M.I. was a little more modest, two of the teachers classifying the group as "average"; the rest, "good" or "excellent." Chapman Tech teachers graded themselves a bit more severely with respect to the "non-academic" teachers, but were as confident as Bulkeley that the instructional and personal qualifications of the academic staff was "the best." One teacher suggested that the question was "unethical."

   b. Sincerity, loyality and spirit: Characterizations such as "unusual", "very high order", "superior" were the most prevalent. The doubters tended to qualify their statements by submitting that increased salaries would improve the morale. 4 teachers rated their colleagues "fair" or its equivalent. Only one teacher out of 79 thought there was room for improvement, though no doubt others felt the same way.

8. How would you characterize your personal attitude toward your job?

At Bulkeley all teachers except 3 were enthusiastic about their job; they "liked to teach." Of these 3, one confessed stagnation in his later years; another did not believe in too much educational experimentation; a third teacher did not receive sufficient remuneration to support his family. Greatest satisfaction prevailed at Chapman Tech, except for 5 dissenters, two because of low salaries, two others because of over-emphasis on extra-curricular activities, a fifth because "frustrated by apparent lack of desire for learning on the part of some groups." One teacher had "let the school down" by not participating in extra-curricular activities. W.M.I. teachers characterized their job as "thrilling," "love it!" "don't care to do anything else," "intrigued" "challenging" "most worthwhile," etc. 3 teachers did not answer, but of those who did all were unanimous in enjoying their work. No teacher at W.M.I. referred to financial difficulties. One teacher dilated on the benefits of her subject (a foreign language) as "sorely needed" training in "straight and sustained thinking." As a whole the question revealed a very high percentage of healthy reports on teacher attitude. In fact, no teacher confessed outright disillusionment or unhappiness with his work.

3. Personal and Professional Improvement in Service

1. Of what professional organizations are you a member? Do you participate actively? How?

Teachers indicated membership in a wide range of organizations, chief among which were the Connecticut State Teachers' Assoc. (55), New London Educational Assoc. (47) and the N.E.A. (14). 10 reported holding, or having held, some office. A scant 50% answered the second part of the question; of those who did, four-fifths reported simply attending meetings. No general indication was given of lively participation in professional organizations by New London's high school teachers.

2. What books or articles have you written?

No teacher reported having written a book. One had co-authored a book, and another had cooperated in the writing of an experimental text. A total of 22 articles had been written, together with a few feature stories, and musical and dramatic compositions. Of the 22 articles, 4 had been written by one author and 3 by another. Several teachers pleaded "no time."

3. What books have you read the last six months aside from those you may have had to read for college courses or for your classes?

Teachers reported reading modern fiction mostly, with modern commentary a close second. The range of reading was wide, no particular book being outstanding. One teacher had read "innumerable books beyond recording" in the last six months. 9 did not answer. 4 had read none. 8 pleaded "no time."

4. What magazines do you read regularly?

Readers' Digest was the most popular (52). Life, Time and Newsweek followed in that order. The spread here was even wider than in the case of books read, some 65 different magazines having been reported. Answers to this question indicated considerable periodical reading among New London's teachers, though 3 teachers reported "no time."

5. What extensive travel have you undertaken recently that would be contributory to your teaching?

33 teachers reported no travel whatever. 10 reported very little. 10 more characterized trips to New York, Boston, and Washington as extensive travel. Only 17 teachers had traveled outside North America, of whom 7 had obtained their travel via the armed services. Insufficient salary and "no time" were pleaded by 8 teachers.

6. What schools have you visited in the last five years? Of what educational significance were these visits?

28 reported not having visited any schools. The variety of schools visited by others was wide. Comparative methods and accomplishment was the chief value gained from these visits. Other characterizations included rather enthusiastic comment on the exchange of ideas, discovery of weaknesses through similar ones elsewhere, or through strengths displayed by other schools. Only one-third of the teachers answered the second question. Several teachers pleaded "no time" allowed for school visits by New London schools.

7. What factories, power plants, museums, libraries, farms, government or other projects, etc. have you visited this past year? Of what educational significance were these visits?

A satisfactory variety of institutional visits was reported by about 60 per cent of the faculties. 32 teachers had made no such visits. About one-fifth of the entire staff pronounced the visits materially helpful to their teaching, particularly along lines of vocational guidance. Several teachers had gathered material for instructional purposes, including illustrations and patterns, which they could not obtain otherwise. About one-fifth of the teachers conceded no relation whatever of their visits with their school work.

8. What college credit have you received the last five years in both education and subject matter fields?

41 teachers had earned no college credit in five years. A total of only 95 hours had been earned in subject matter fields; 250 hours in education and related fields, of which two teachers absorbed a total of 71 hours. 6 teachers reported having earned their M.A. or its equivalent. The conclusion is easily reached that New London high school teachers as a whole do not indulge very much in in-service training.

9. What part have you played either in the school or in the community in the improvement of schools or of teaching techniques or of curriculum construction or related fields? What was the nature and outcome of the investigation(s) or the improvement(s)?

13 teachers indicated that they had played no role whatever. 20 teachers did not answer the question. Those answering divided their contribution roughly into four different fields: internal school life, teaching techniques, curriculum construction, and related fields. Listed were: help in planning salary schedules, work on survey committees, participation in revising examination schedules, etc. Audio-visual aid solicitation and improvement in guidance procedures were mentioned under techniques. 18 teachers reported assisting or directing revisions in their

subject matter. Assisting the Yale Survey Committee, doing graduate work, and "answering every demand made upon me by school and community" were among the scattered returns. The fact that only 9 teachers gave specific instances of school improvement by direct dealings with the community underscored even more strongly the general conclusion that participation of teachers in this sphere is scant indeed.

10. What do you consider is your most outstanding contribution to the life of your school?

Most teachers chose to consider this an extension of #9. Consequently answers were little different from those above, but tended to be more specific. One teacher contributed by "keeping alive the old ideals." Another "set an example of a well-balanced person with a sense of humor and endless patience." 15 teachers listed their teaching as their greatest contribution (thus indicating the infirmity of the question).

11. What kind of teaching certificate do you hold?

48 teachers reported holding permanent certificates; 14 held none. 9 did not answer. Other replies were scattered among temporary and special certificates.

4. Teaching Schedule and School Service Load

1. Kindly supply the following information on your teaching load:

Name of the course	No. of pupils	No. of periods per week

The heaviest teaching loads were reported at Chapman Tech, where the average number of classes per day per teacher was about 5½. Only 4 teachers at that school had less than 100 pupils, the lowest being 65, 4 periods per day. The lightest loads were at Bulkeley with 4½ periods per day, and nearly one-half of the faculty teaching less than 100 students. The teaching load at W.M.I. had to equated to the other high schools because of the peculiarity of the teaching schedule, involving rotating periods of 70-minute duration. The average number of classes was 4 and three-quarters, and 11 teachers reported less than 100 students The teaching load was most evenly distributed at W.M.I. Grotesque totals appeared in some instances - mostly understandable - an art teacher, for example, with 317 pupils (most of whom meet only once a week) and a music teacher with 324. On the other hand, one teacher had only 54 pupils in 5 classes. The conclusion reached is that there is an unusually wide variation among the three high schools in the total load teachers are asked to assume, college preparatory teachers obviously being favored with smaller enrollments.

2. In what other school activities do you engage?

The most arresting factor in the response to this question was that 24 teachers engage in 4 or 5 school activities in addition to their regular schedule, two teachers reporting 6 activities. Also the fact

that the mean was 3, and that only 8 teachers either did not reply or reported none, indicates considerable participation of New London's teachers in extra-curricular work. The fields of participation were most varied, and simply restated what has been brought out on curricular practice in other sections of this report.

3. How many hours per week do you devote to these activities?

The range was from 2 to 28 hours with an average of 10 hours. 14 teachers reported "no time."

4. How many hours per week are required in preparing school work?

The range was from 0 (including 7 teachers who made no report) to 30 (one teacher). As in the case above, the range was of the broadest nature, with an average of 14 hours.

5. Instructional Evaluation

1. What particular class or course in the last year or two gave you the most satisfaction? In what way and why?

Teachers in Bulkeley and to a lesser extent W.M.I. showed a marked preference for classes with high IQ's, and greatest satisfaction in developing critical faculties, scholarship, aesthetic appreciation, original thinking, etc., and classes that come "well prepared." W.M.I. and Chapman teachers stressed social development, though the former linked it more with alertness and willingness to do "more than the assignment." Teachers at Chapman Tech emphasized satisfaction from student participation in learning and changed behavior as a result of their training (not necessarily academic). One teacher reported teaching identical classes every period, hence no distinction. Another reported all classes enjoyed in "different ways" (not specified). Most teachers showed interest in superior accomplishment, only two registering pleasure at dealing with slow students who finally "come through." On the whole this question was answered well, and by all but 4 teachers. It demonstrated a live interest in pupil progress and educational growth as individually interpreted by the teachers reporting. The response was heartening because it showed a sincere love of a job well done.

2. With what particular class or course were you most discouraged? Why?

The chief complaints centered on too many low IQ's and inadequate preparation in lower grades. Other causes of discouragement: too many students in one class, improper classification of students (certain courses used as "dumps" for those who could do nothing else), lack of purpose on the part of the students, also their indifference and laziness. Criticism of the character of students was fairly common, some teachers accusing them of being "selfish," "uncooperative," "boisterous," "evasive," "dishonest," etc. Pupils of low mentality, according to some teachers, "contaminated" the brilliant students by keeping standards low. A few teachers admitted their own incompetence in handling some classes, either because they were unprepared in the subject, or were

disinterested in it. 5 teachers reported no discouragement. 6 did not answer. One teacher recommended that teachers should resign if discouraged.

3. Briefly summarize or write in outline or anecdotal form the work done on ______________ (date to be selected by the principal). Indicate the methods of teaching you used and the type of learning which took place. Was this a typical, fairly typical, or unusual day? If unusual, explain.

The best showing by far on this question was made by Chapman Tech, where all teachers but one answered the question. At W.M.I. only 8 teachers responded, the others claiming "no day assigned" as the reason. Tabulations were made by the survey committee under such headings as "types of learning," "nature of activity," "materials and teaching aids," preparation, instruction and kind of day. The most fruitful results came from Chapman Tech where a sizable amount of small group and individual instruction was reported. The inculcation of pure knowledge was foremost in the teaching of all high schools. At Bulkeley no other type of learning was indicated. At W.M.I. one teacher reported skill learning. At Chapman 10 teachers reported skills and 4 appreciation. Recitation, discussion and teacher lecturing predominated in all three schools, expecially at Bulkeley and W.M.I., where only scant returns came in on pupil-initiated or pupil-centered activity. Textbook teaching outstripped all other techniques together by at least 2 to 1, though audio-visual aids (maps, film strips, records, charts, etc.) were used by 10 teachers reporting. On that particular day 4 teachers used community resources; 8 teachers, works of reference; 7 teachers, workbooks. On the matter of preparation nothing significant was reported, except the assignment of homework. On instruction, the teaching of the entire class was reported as the principal task by 34 teachers. Only 7 teachers (4 at Chapman) taught in small groups. 14 teachers (11 at Chapman, 0 at Bulkeley) engaged in individual instruction. Since only 4 teachers reported that this was an unusual or a typical day, it must be concluded that the above is a sample of what regularly transpires. Two teachers circumvented the issue by stating "I try to make every day profitable to my students" (but didn't inform as to how this was done) and "I teach Mathematics, please!" possibly indicating that such a subject can be taught only in one way. While these two statements are not characteristic of the general tenor of the replies, it must be concluded that first-hand observations of the survey committee, reported in the following section of this chapter, are quite in line with what the teachers themselves report concerning their actual activity in the classroom. From answers submitted to this question, teachers leave no doubt that as a whole their procedures are stereotyped, monotonous and lacking in variety and originality, though there were several precious exceptions, notably at Chapman Tech.

disinterested in it. 5 teachers reported no discouragement. 6 did not answer. One teacher recommended that teachers should resign if discouraged.

[illegible] or write in outline or anecdotal form the work done on day (date to be selected by the principal). Indicate the methods of teaching you used and the type of learning which took place. Was this a typical, fairly typical, or unusual day? If unusual, explain.

The best showing by far on this question was made by Chapman Tech, where all teachers but one answered the question. At W.M.I. only 8 teachers responded, the others claiming "no day assigned" as the reason. Tabulations were made by the survey committee under such headings as "types of learning," "nature of activity," "materials and teaching aids," preparation, instruction and kind of day. The most fruitful results came from Chapman Tech where a sizable amount of small group and individual instruction was reported. The inculcation of pure knowledge was paramount in the teaching of all high schools. At Bulkeley no other type of learning was indicated. At W.M.I. one teacher reported skill learning. At Chapman 10 teachers reported skills and 4 appreciation. Recitation, discussion and teacher lecturing predominated in all three schools, especially at Bulkeley and W.M.I., where only scant returns came in on pupil-initiated or pupil-centered activity. Textbook teaching outstripped all other techniques together by at least 2 to 1, though audio-visual aids (maps, film strips, records, charts, etc.) were used by 10 teachers reporting. On that particular day 4 teachers used community resources; 8 teachers, works of reference; 7 teachers, workbooks. On the matter of preparation nothing significant was reported except the assignment of homework. On instruction, the teaching of the entire class was recorded as the principal task by 34 teachers. Only 7 teachers (4 at Chapman) taught in small groups. 14 teachers (11 at Chapman, 0 at Bulkeley) engaged in individual instruction. Since only 4 teachers reported that this was an unusual or a typical day, it must be concluded that the above is a sample of what regularly transpires. Two teachers circumvented the issue by stating "I try to make every day profitable to my students" (but didn't inform us to how this was done) and "I teach Mathematics, please!" possibly indicating that such a subject can be taught only in one way. While these two statements are not characteristic of the general tenor of the replies, it must be concluded that first-hand observations of the survey committee, reported in the following section of this chapter, are quite in line with what the teachers themselves report concerning their actual activity in the classroom. From answers submitted to this question, teachers leave no doubt that as a whole their procedures are stereotyped, monotonous and lacking in variety and originality, though there were several precious exceptions, notably at Chapman Tech.

4. If you sponsor an outside activity, briefly state what went on at the last meeting.

Although 36 teachers left this question unanswered, a great variety of worthwhile activities was reported by the rest: photo club planned for spring informal, clothing club made individual garments, discussion of world government, orchestra practice, foreign language clubs talked, sang, danced, and played in native style, creative writing, Hi-Y planning for community participation, etc. etc., all indicative of learning in action. From the reports and from observations extra-curricular activities at all three high schools are popular and flourish with considerable production and reward. One teacher pleaded "no time."

5. In what way does this activity differ in purpose from that of a regular school subject with which it is related?

From the answers received it would appear that activities respond to the demands of learners in a much more realistic style than regular course work: "foster greater interest and recognition of individual effort," "work is more intensive (!)," "pupils get better acquainted with each other," "promotes growth," "more practical learning." 4 teachers reported that it was merely an extension of class work. 36 did not answer.

6. How valuable is this activity as an instrument for growth and learning?

Again 36 teachers did not answer. Of those who did, an even stronger composite statement might be made than in #5 above on social and cultural growth through informal learning experiences. "Very valuable" was common comment, especially as regards character growth, though 4 teachers were not too enthusiastic, and 2 others did not know.

7. What is its peculiar benefit to students?

Answers to this question were in the same vein, but more specific. Some teachers brought in economic benefits and the greater affection arising from closer and more informal contact with fields chosen on a hobby basis. Education for leisure was central. No doubts were expressed by any teachers as to the benefits derived by students.

8. What are the essential things you strive for in your teaching?

11 teachers did not answer. From the rest came heartening statements which in their composite would produce a meritorious philosophy of teaching. Outstanding was stress on good habits in both scholarly and regular life behavior. Accuracy in academic matters such as spelling, punctuation, writing, etc. came in for a fair share. Character attribute such as honesty, fair play, self-reliance, responsibility, etc. permeated nearly all reports. Considerable weight was given to enabling students to "think things through," and achieve well-balanced conclusions. The teaching of subject matter was definitely a secondary consideration. In at least half the cases it was not mentioned. It would therefore appear that there is little carry-over into the classroom of what the teacher believes to be essential in teaching, since the stress on subject matter is, in accordance with the findings of the second part of this chapter, actually foremost. Indeed, no more than 10 teachers broug out the need for inculcating subject matter as a primary essential in good teaching.

9. If you could set up your own program, what would constitute your idea of a good teaching arrangement; with special regard, for example, to class size, number of classes, variety of teaching matter, aids and equipment, school hours, supervision, consultation, examinations, etc. What particular conditions make you do a good job of teaching?

Class sizes varied from 10 to 25, averaging 18. 14 teachers reported satisfaction with present class sizes. 13 did not reply. The ideal number of classes varied from 3 to 5, though one teacher thought one class was enough, and another was willing to handle 6. The average was 4. Nearly all teachers preferred handling only one subject. Teachers were most alert to the need for additional teaching aids, a lack of audio-visual material predominating. The desired length of periods varied from 45 to 90 minutes, though only 12 teachers indicated their preference here. The majority of teachers were either satisfied or wanted slightly longer periods. Only 15 teachers responded to the question on school hours, and the ideal arrangement was from 8:30 to 2:30. 7 teachers out of the 15 wanted shorter hours, 3 of them preferring to close school at 1 or 1:30. Six hours a day was the general ideal.

6. Instruction Proper

Check the column most closely corresponding to your answer to the following questions:

	Regularly	Sometimes	Rarely
1. Do you have definite plans, procedures and objectives for each day's work?	*72	8	-
2. Do you develop your educational activities directly from pupil interest, purposes and experiences?	30	45	3
3. Do you help pupils to learn how to study, to plan, to execute and to evaluate their work?	59	23	-
4. Do you feel a responsibility for spelling, punctuation and related difficulties?	63	12	5
5. Do you feature pupil self-direction and pupil responsibility for learning?	59	19	-
6. Do you arrange for group work with individual cooperation and contribution?	33	33	4
7. Does your teaching aim to make students mor and more independent of teacher guidance?	55	21	1
8. Do your students enter upon their work promptly and show an active, sustained interest in it?	49	28	1
9. Do you assist in cultivating desirable social conduct?	75	7	1
10. Do you make readily available for class use desirable equipment, supplies and other educational material?	60	18	2
11. Do you change your method of teaching and the content of your course from year to year?	44	29	2
12. Do you employ community resources in your teaching?	19	42	17
13. Do you take field trips with your students?	16	22	42
14. Are your textbooks up to date?	44	15	3
15. Do they contain adequate study aids, charts, maps, etc.?	49	14	6
16. Are they suited to the general growth level of your classes?	46	16	3
17. Do you use other books besides the main text?	43	19	2
18. Do you teach students to use their textbook intelligently?	64	8	-
19. Do you employ workbooks, mimeographed or other related material?	44	26	2
20. Do you utilize bulletin boards for teaching purposes?	49	19	9
21. Do you employ audio-visual and related teaching aids?	49	25	8
22. Do you use your school library?	37	29	15

*The figures represent the number of teachers reporting out of a total of 85 questionnaires returned.

7. Tests and Student Evaluation

1. What type of examinations do you give?

Aside from such characterizations as the "objective" or "essay" type, tests seemed fairly of the stereotyped kind, only 4 teachers reporting such specialized forms as the Columbia Research, Cooperative Achievement, Boston University, Vocational Interest. It is evident that the matter of testing is left fairly largely to the individual teacher.

2. How frequently?

Intervals were of greatest variety from "frequently" or "daily" to "quarterly," some teachers varying their procedure. Little over-all school planning seemed in evidence.

3. Of what length?

Every imaginable length was reported - from five minutes to full periods (excluding college boards.)

4. Why do you give tests?

Typical answers: to evaluate students' knowledge, to stimulate student improvement, to determine if subject has been understood and taught right, to show the student the extent of his knowledge, for purposes of review, "to stimulate dullards to study at least 8 times a year," to find out what the teacher failed to teach, to encourage student preparation, to challenge student intellect, to "discipline learning" as a remedial exercise, for general purposes of evaluation. By far the most frequent responses dealt with both student and teacher progress as revealed by examinations, and reports on this stressed both agencies about evenly.

5. What other methods of appraisal do you use? (Observation of behavior? Analysis of reading interests? Personality trait ratings?)

An infinite variety of methods was reported, the principal ones emphasizin classwork, preparation of homework, promptness in handing in work, private conferences and the amount of extra work done by students. Two teachers used correlation of marks with those of other teachers. Another referred to the student's dossier, home background, etc. as a basis, together with conferences with other teachers. Other more original methods included self-evaluation sheets to be filled out by students, sociograms, anecdotal reports, contacts through clubs, etc. One teacher listed "respect for the teacher" as a qualification; another, the IQ. Only one teacher referred to the help that might be available from the guidance counselor. One teacher believed that a student is known by the company he keeps. If carried into practice, one must conclude that the methods used are of such merit and variety as to leave little doubt that New London students are evaluated on bases far broader than those provided by mere examinations or actual academic performance in the classroom.

6. Are your present report and record forms satisfactory? Why or why not?

Only two teachers from Bulkeley contributed constructively to a change in the report card, both of them on the basis of giving parents more information. 5 teachers out of 24 reporting at W.M.I. indicated dissatisfaction. The majority answered "yes", "to a degree" or "room for improvement."
Evidently, the report cards at W.M.I. are to be altered, despite the protestations of at least 6 teachers who thought they were satisfactory enough. At Chapman Tech one-third of the teachers expressed dissatisfaction, mostly because the report lacked more complete information for parents. Record forms as contrasted with report cards were judged to be most complete by nearly all making a report.
Throughout the system many teachers reported themselves in favor of changing numerical grades to letter grades. Despite frequent superlatives on the satisfactory quality of the report cards, it is obvious that a strong minority of teachers favor revision. This is not so true of the record forms, though it should be noted that few teachers made comments on the record forms.

2. Teaching-Learning Procedures
(As reported by observers)

1.

The survey staff observed the activities of the three high schools by actual attendance at individual classes and school meetings, and by accompanying students on their daily round of activities. The following is the composite judgment of twelve observers.

In all three high schools the atmosphere was cordial, friendly, and business-like. The students were treated with respect, and on the whole teachers were well-liked. "School spirit" was high in all three institutions. At the same time, the opinion prevailed that the schools were teacher-centered. Student councils seemed to have little authority. Discipline in the corridors was maintained by a sort of vigilance committee whose function it was to record in little black books all violators of minor school rules. The poise, dress, and comportment of the girls at W.M.I. was an especially attractive feature. The atmosphere at Chapman Tech and at Bulkeley was more informal, the crowded conditions of the former contrasting sharply with the comparatively small enrollment at Bulkeley. W.M.I. was the tidiest school. Refuse and waste paper was found on the floors in the

in the other two schools, particularly during and after the lunch period. In one school the behavior during lunch period and at the tables bordered on being disgraceful, and it was here that members of the committee were convinced all the more of the necessity for types of school training other than the purely academic. Of the three schools the most life-like situations were present at Chapman Tech, though there was a great deal of activity, not always definable, at the other two schools.

On the whole, the classes were serious; pure time-wasting was at a minimum; problems of discipline were negligible. The most rewarding learning situations were found in the shops at Chapman Tech, enhanced, of course, by the nature of the learning activity. At Bulkeley, the academic stress of the subject matter tended to create more of a private preparatory, or traditional, atmosphere. In all the schools classes were too often interrupted by messages from the office. Teachers dominated the learning procedure, little evidence coming to light of student participation in planning assignments or in managing their own learning. Again, a friendly spirit prevailed in the classrooms; students seemed ready and willing to cooperate, few challenging the methods or the approach of their teachers. The attitude of the students toward their teachers was, indeed, one of considerable loyalty, implicit faith, and almost uncritical acceptance. At the same time, observers reported very little actual enthusiasm for studies. Interest was not lacking, but it was not of any particularly challenging order.

2.

Sublime reliance on textbook material and failure to make provision for individual differences, even in small classes, were among the chief deficiencies. With few exceptions, all students were doing the same thing at the same time; there was little evidence of small group activity, and

little indication of the use of the problem, project, or unit approach. Negligible attempt was made to relate the importance of what was being taught to the lives and interests of the students. Subject matter presentation - cramming in the facts of the lesson - seemed foremost in the minds of the teachers, and all was sacrificed to that end. In their eagerness to get through the lesson, teachers left too many students behind. In all three schools the brilliant students were the ones to whom most attention was paid - not as individuals, however, but as a more satisfactory means of getting the subject matter across. Numerous students, often sitting apart from the rest, never volunteered, or were never called on. Only one observer reported attempts at interrelating one subject with another, or at transferring concepts, ideas or reasonings from one field to the next. At Bulkeley and at W.M.I., expecially, subject matter lines were carefully drawn, and it seemed doubtful that they had been questioned or modified over the years. Classes in all schools ranged from "completely boring" to "mildly stimulating".

To the majority of the investigators, the high morale of the students was commendatory in view of the ennui that too often characterized most of the classes. At W.M.I., especially, the effects of boredom were noticeable because of the long, unbroken 70-minute periods, the original purposes of which were not in general obeyed. The same sort of learning procedures, the same methods of attack, and the same brand of activity persisted with only slight modification throughout the entire period. In too many instances, in all high schools, much was going on among the students that had no relation to the lesson. An unusual amount of notepassing, irrelevant reading, gossiping, and other compensatory behavior was in evidence. Calling on students in rotation, teaching and talking to four walls and a classroom full of desks rather than to human beings in the process of growing, off-hand correcting of errors with little or no constructive explana-

tion, frequent calls to order for pupils not paying attention, reminded the observers of evils that are all too common in most secondary schools.

3.

It was the consensus of opinion that in all three high schools the stated theory on classroom and instructional procedures was quite removed from the actual practice. There was evidence enough of concern for the welfare of the learner, but such solicitude was limited to the sphere most appreciated by the teacher, namely the academic. Even granting a real interest on the part of the teachers, scant proof was given of a knowledge of adolescent psychology and of ways in which students best learn and remember. Commercial and shop candidates were obviously looked upon by some teachers as "inferior", and throughout the entire teaching-learning process the conception of the nature of growth and intelligence was inclined to be naive. In the regular academic classroom many students actually resisted calls to intellectual activity through discussion and criticism, demonstrating thereby little experience with, or training in, that type of learning.

A lack of the use of inventiveness, imagination, and ingenuity on the part of many teachers was reported by all observers, exceptions being noted in the case of a teacher of speech, who generated enthusiastic response through constructive criticism; a physics teacher, who brought life to his experiments; a teacher of mechanical drawing, who successfully demonstrated the importance and significance of his subject; a French teacher who related her subject to music; a history teacher, who wedded the past with the present, and who fearlessly yet intelligently thrashed out with his students some of the underlying causes of man's present political confusion; and a typing teacher, whose enrollment was obviously limited only by the number of machines at her disposal.

For the rest, the committee was struck by the self-discipline and orderly behavior of the students of New London, both attributes being a credit to their bringing-up and to the leadership they receive from their teachers in this particular sphere. With such a high calibre of human material with which to deal, the observers were, however, unanimous in regretting that educational progress, production, and enterprise were not at a more distinguished level, even taking into consideration New London's good college preparatory record. There was, in general, an actual shortage of really great and brilliant teaching.

4.

The committee hastens to acknowledge that in comparison with other high schools in this part of the country the instructional procedures of New London's high schools are neither significantly better or significantly worse. The failings and infirmities revealed above are common to most of our secondary schools, and indeed constitute problem areas that need considerable attention everywhere in the American school system.

Nor does the fault lie with the secondary schools alone. Teacher training institutions and liberal arts colleges in which secondary school teachers are trained continue to emphasize the mastery of subject matter as it has become mummified in textbooks and professorial lectures. The training and learning of our high school teachers has been largely removed from the problems of the day; the knowledge and the experience teachers have acquired has not been tailored to their individual needs. Small wonder, then, that teacher training of this type should carry over into teaching situations. Under any conditions, centering school-learning around the life experiences of youth is difficult and challenging, expecially for teachers of Latin and the more "classical" or "academic" studies. In one instance there was an excellent example of a Latin teacher who actually

struggled to relate Latin prose to modern life, when in actuality it was the very nature of the prose rather than the teacher's ability that militated against establishing any sort of relation whatever.

The committee also acknowledges that certain subjects lend themselves by their very nature to ready connection with the world at work: industrial arts, homemaking, commercial studies, physical science, problems of democracy for example. At the same time, it was precisely in some of these fields that educational utility and carry-over were entirely lacking or were relegated to a very minor position in the scale of teaching values.

Under the circumstances it would seem, then, that there are certain considerations, or recommendations, that the teachers of New London's high schools would do well to address themselves, these considerations and recommendations, drawn from what has been found to be good and profitable practice in our best modern high schools, are contained in Section III.

Section III
Chapter IX

Recommended Organization of Secondary Education

1.

Ultimate Control of Secondary Education

All public education in New London, secondary and elementary, must ultimately come under public control and under the direction of the Board of Education. The history of secondary education in New London, as revealed in Chapter I of this Report, is a history of the recurrence of heated public discussion of this basic issue. Here certainly history will repeat itself so long as there remains in New London a vestige of private control of public education. In the judgement of the Survey Staff this persistent determination of the people to secure complete control of the education of their children is a most heartening situation. The reasons for our position are fully discussed in Chapter II of the Report. That the people will ultimately achieve their purposes is inevitable, although a long time may be involved in the process.

Since this conclusion must be conceded and at the same time, the public's obligation to the private high schools must be fully recognized, the problem is to bring about changes for the improvement of secondary education in New London which are frankly in the direction of ultimate public control, but these must be affected gradually enough to permit the private high schools to make necessary adjustments with maximum ease.

This principle has been kept constantly in mind as recommendations have been formulated.

2.

Organization for Elementary Education

An earlier section of the study of New London schools, "The Pattern of Organization", made the recommendation that elementary education in

New London be organized to include kindergarten and grades one to six, inclusive. Some of the chief advantages of this type of organization for elementary education were pointed out. It was also noted that this type of organization is in agreement with the trend and best professional opinion and experience in the United States.

3.

Ultimate Organization for Secondary Education

The Survey Staff is convinced that secondary education in New London ultimately should be organized to include grades seven to twelve, inclusive. It does not appear necessary in this report to state all the educational advantages which experience in school organization in the United States has demonstrated for secondary education to include grades seven to twelve.* The physical, mental, and social development of pupils in the adolescent age can be provided for best in separate schools. Experience in school organization in the United States has also demonstrated that separate school organizations for pupils in early and late adolescence are highly desirable. The recommendation of the Survey Staff, therefore, is that New London provide both junior and senior high schools for the program of secondary education.

Experience and professional opinion both support the organization of grades seven to nine, inclusive, in junior high schools, and grades ten to twelve, inclusive, in senior high schools for a city the size of New London. The Survey Staff believes that this should be the ultimate goal in all steps that may be taken during the next few years in the reorganization of secondary education for the youth of New London.

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*For discussions of the educational advantages of the junior high school organization see
A Study of the Schools of Red Bank, N.J., Yale Department of Education, pp 103-107
Pringle, R.W. The Junior High School, pp. 32-85
Douglass, H. & W.T. Gruhn.

4.

Next Steps Before Ultimate Organization

Considerations of economy, educational efficiency, and the maximum utilization of all existing school plants and facilities point to the desirability of some next steps to be taken over a period of years rather than a complete reorganization of the school system on a K6-3-3 type* of organization at this time. The organization of secondary education to include grades seven and eight in junior high schools, and grades nine to twelve, inclusive, in senior high schools would seem to be the most desirable next step in the reorganization of secondary education in New London. The important advantages of this type of organization for the present in cost, in educational opportunities, and in opportunity for intelligent and effective cooperation with the Boards of Trustees of the three private secondary schools are pointed out in this and other sections of the report.

The Survey Staff believes that the citizens of New London are faced with the challenge of reorganizing the program of secondary education to provide, first and foremost, for the best possible educational opportunities for all youth of secondary-school age according to their needs and abilities and at a reasonable cost. It is also quite evident that in making recommendations for next steps in the organization of secondary education the long period of excellent service of the Bulkeley High School, the Williams Memorial Institute, and the Chapman Technical High School must be recognized. It is highly desirable, both from an educational and also from a financial point of view, that the buildings, grounds, equipment, and all the teaching personnel of these three schools be utilized in providing the next type of

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*Kindergarten, 6-year elementary school, 3-year junior high school, 3-year senior high school.

secondary-school organization. The maximum cooperation of the Boards of Trustees of the three high schools, and the continued able counsel, guidance, and unselfish community service of the members of the Boards of Trustees are vital to the success of any satisfactory plan for the continued growth and development of educational opportunities for New London. It should ever be recognized that in public education the welfare of all the children of all the people supercedes all other interests and all other allegiances.

5.

Specific Recommendations for Organization of Secondary Education

After a long period of careful study of the many factors in the unusual organization for free secondary education now provided by New London, the consensus of the several members of the Survey Staff for the next steps and also pointing towards a long range program in the reorganization of secondary-school opportunities for New London youth is presented as follows:

a. The Bulkeley High School and the Williams Memorial Institute, should be combined for instructional purposes and both schools should be housed in the plant of the Williams Memorial Institute. This will make possible the utilization of the plant to its maximum capacity for educational efficiency as a coeducational senior high school including grades nine to twelve, inclusive.

b. This plan would not preclude the retention of some aspects of the separate identities of the two schools. For example, the boys could still be graduated from Bulkeley division and the girls from W.M.I. division of the combined school. The details of the arrangements which could be made within legal limits to house and operate the two schools together are relatively inconsequential and could certainly be worked out by the Boards of Trustees of the two schools, if they come to recognize the advantages

of the plan. It is further recommended that the curriculum offerings in this school should emphasize the academic or college-preparatory program of secondary education. Substantial savings in school costs will be possible by providing secondary education with major emphasis upon college preparation in one school rather than in two schools. The reduction of the number of small classes, the greater utilization of school plant and equipment, the reduction of general administrative costs, and other financial gains will be considerable.

c. The advantage of maintaining only one rather than two schools primarily for college-preparatory pupils will be apparent when it is pointed out that the expenditure of the same amount of money in one school will provide a broader and richer educational program than the expenditure of the same amount of money in two schools with inevitable duplication of many services. The relatively small enrollment in the Bulkeley High School makes it as presently constituted an uneconomical unit in the program of free secondary education for New London pupils. A broader and richer educational program for the boys now enrolled in the Bulkeley High School could be provided for them in a combined high-school program in the school plant of the Williams Memorial Institute.

d. The building, grounds, and equipment of the Bulkeley High School should be leased, donated, or in some other way legally possible, made available to the New London Board of Education for the operation of a junior high school containing grades seven and eight.

e. The general and comprehensive program of secondary education for both boys and girls in grades nine to twelve, inclusive, should be continued in the Chapman Technical High School, and additional plant and facilities should be made available for the use of this school. It is recommended that the space now used in the Chapman Technical School for an auditorium be remodeled by the Board of Trustees of this school to provide

six additional classrooms. A new unit containing an auditorium and gymnasium suitable for the program of a modern senior high school and for community uses should be built by the New London Board of Education, and made available for the urgent needs of the Chapman Technical High School. The new building should also provide space for additional shops, laboratories, and classrooms.

f. The Bartlett Elementary School should be made available as an annex for the Chapman Technical High School as soon as suitable provisions can be made for the elementary pupils now in the Bartlett School.

g. The pupils now enrolled in the seventh and eighth grades in the Jennings School could be assigned to the new junior high school unit that would use the plant of the Bulkeley High School and the pupils in the Bartlett Elementary School could be assigned to the Jennings School and later to a new elementary school recommended in another section of the report of this study for that part of the city. The Survey Staff believes that the problem of housing all elementary-school pupils will be greatly facilitated and made possible by the use of the Bulkeley School Plant, now as a junior high school and later for such purposes as may be necessary to meet the needs as these needs are revealed in the development of the building program of the New London Board of Education.

h. The maximum utilization of the physical plant of the Williams Memorial Institute will accomodate the high-school pupils now enrolled in both the Bulkeley High School and the Williams Memorial Institute.* The recommended expansion of the present plant of the Chapman Technical High School, the new addition to this school to be a part of the public school plant and to be financed by the New London Board of Education, and the

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*See final chapter of this report.

release of the Bartlett Elementary School as an annex for this school should relieve the badly crowded and unsatisfactory conditions now prevailing at Chapman Technical School. These additions of available space will provide for the needs of increased enrollments in grades nine to twelve, inclusive, until the New London School System can establish and provide housing for junior high schools to meet the needs of all pupils in the seventh, eighth, and ninth grades. The necessary changes in the plant of the Williams Memorial Institute to make it adequate for the uses recommended, and the remodeling of the Bulkeley building for junior high school purposes are discussed in the last chapter of this report.

i. When, at some later date, the junior high schools provide for grades 7, 8 and 9, the Williams Memorial Institute and the enlarged facilities for the Chapman Technical High School will be sufficient to meet the needs of high-school pupils in grades ten, eleven, and twelve in New London for several years to come, even with a rising secondary school population.

j. As soon as possible the New London Board of Education should provide ample plant facilities for junior-high school pupils in grades seven, eight, and nine conveniently located for pupils in all parts of the city. With the continued use of the Bulkeley plant or of a new school in the same general region and with provision made for junior high-school pupils in the south part of the city, and the use of the Chapman Technical High School and the Williams Memorial Institute as senior high-school plants limited to grades 10, 11 and 12, the City of New London would be able to develop and house a modern program of secondary education to serve all its youth for a long period of years.

k. In order to secure greater unity in the educational program for all youth in New London, it is recommended that the New London Board

of Education be officially represented on the Boards of Trustees of the high schools. It is further recommended that the Board of Education appoint an assistant to the Superintendent of Schools who will be primarily responsible for the coordination of secondary education through grades 7 to 12, inclusive.

1. The Survey Staff believes that greater unity and value in the educational experiences of all youth in New London would be obtained if appropriate legal and legislative action would be taken to make the money paid to the High Schools by the City of New London a part of the budget of the New London Board of Education. This point is discussed in the final chapter of the report.

These recommendations of the Survey Staff for the immediate next steps and a long range program of free secondary education for New London are presented with the honest belief that through their acceptance and implementation richer and broader educational opportunities will be provided with the most economical use of all existing educational facilities and at a minimum cost to the city of New London.

Section III
Chapter X

RECOMMENDATIONS FOR THE IMPROVEMENT OF THE CURRICULA

Major recommendations for the improvement of the curriculum of the secondary schools of New London may be listed as follows:

1. Move away from the specialized high school organization which now prevails toward comprehensive schools.

2. In order to prevent duplication and overexpansion of offerings the three New London school faculties should move toward a mutual assistance agreement.

3. An overall expansion of offerings is recommended to make more opportunities available in the areas of (1) music, (2) art, (3) industrial arts, (4) home and family living, (5) agriculture, (6) business, (7) health and (8) physical education.

4. In order to improve the articulation between the elementary and secondary school programs, efforts should be coordinated among the elementary and secondary school administration, supervisors and faculty members.

5. As a corollary to recommendation number 4 the seventh and eighth grades should carry their appropriate and recognized share of the modern secondary school program. Their offerings should include (1) English, (2) science, (3) mathematics, (4) social studies, (5) art, (6) music, (7) industrial arts, (8) home and family living, (9) library instruction, (10) junior business education, (11) health, (12) physical education, (13) guidance and (14) specialized interests and activities (E.C.A.).

6. In order to enable pupils to get fullest value from all the offerings in the secondary schools a reorganization of the time schedule is necessary. The reallocation of time in a reorganized schedule should allow more time for (1) planning on the part of pupils, (2) more time for study and research and (3) greater emphasis on the development of programs of work for individual pupils. In the reorganization of the schedule less time is needed for (1) recitation, (2) less days for completion of subjects by pupils of superior ability and industry, (3) and less time for procedures dealing with class size and larger groups. The lengthening of the school day could result in a reduction of the amount of regimented time for both students and faculty members.

7. The professional staffs of all schools, both elementary and secondary, with the aid of pupils and citizens, should work together in determining program elements and in planning and revising the curriculum of the secondary schools.

8. A program of specialized interests and activities should be developed so that pupils in groups and as individuals may increase their learning beyond the opportunities provided through the regular class rooms. Provision should be made during and after school hours and extended through community-sponsored acitivities for this program.

9. The entire curriculum should be organized on more psychological bases. This means moving away from courses dominated by single textbooks to be mastered through daily assignments, which are checked by teachers for thoroughness. It means that curriculum organization must be based on pupils needs which are best met through activities that are complete and significant.

Each of the above recommendations may be clarified and defended as follows:

1.

Comprehensive high schools meet the demands of the modern program of secondary education by insuring well balanced offerings for both the general and special needs of youth. All three of New London's endowed and incorporated academies offer satisfactory preparation for college. They also have sufficient offerings in English, science, social studies, mathematics and languages to enable pupils to major in these fields. Here the similarities in opportunities in common learnings and specialization end. A system of specialized high schools demands a choice of program covering grades 9 - 12 before the majority of pupils have the necessary experience and maturity to make it. Earmarking pupils in the ninth grade for specialization in high school has serious effects on the education of many pupils. Further guidance and exploration are minimized once the choice of a four-year program is made. Generally speaking, many elements in the program of common learnings are seriously curtailed or eliminated entirely when a pupil enters upon a program of specialization in the ninth grade. A system of specialized high schools tends to segregate pupils on an occupational and social basis. This is unwise in that cleavages among schools and groups are likely to be developed which may later interfere with harmonious civic action.

There are many advantages that support the organization of the comprehensive high schools in New London. A few of these should be briefly stated: (1) Pupils are enabled to attend the school nearest their homes

without missing important educational elements which they need. (2) A more efficient use can be made of all available classrooms, shops and other facilities through grade ten. Thus, rivalry for enrollment of pupils which now produces varying problems of overcrowding from year to year may be supplemented by better planned use of buildings and improved management in the secondary schools. (3) The present school plants are of sufficient size to house enrollments large enough to justify the organization of comprehensive programs. (4) Many tendencies for undesirable social and occupational segregation can be avoided in grades 7 - 10 and minimized and controlled in the junior and senior years to insure for the pupil his needed opportunity for specialization. Pupils should not be "stuck" in a specialized program in a specialized school when a change is deemed necessary through guidance and self-determination. In the light of all the above factors, it is recommended that each of the New London High Schools move toward the development of comprehensive programs as modified in major recommendation number 2.

2.

Economies can be effected in curriculum offerings through a mutual assistance agreement among the three schools. Each school retaining grades nine through twelve should not fail to establish a complete program of common learnings for its own pupils as suggested in recommendation number 1. However, in some areas the number of pupils needing a certain opportunity for specialization may not warrant the establishment of three programs - one in each school. In such a situation, three programs running simultaneously would require the duplication of expensive equipment and personnel as well as use of building space needed for something else. With larger enrollments (a definite possibility between 1950 and 1960) and with the prospect of continued high building costs, the efficient utilization of school plant facilities is imperative. Under a mutual assistance plan, advanced programs

for grades 11 - 12 might be concentrated in one or two schools rather than three. The decision on the number of programs would be determined entirely by the choice of pupils for the particular program of specialization. For example, the advanced work in art, music, agriculture, and industrial arts might well be concentrated in one or two schools rather than all three when the size of enrollments warrant such a reduction in the number of programs needed.

This plan would call for the exchange or transfer of pupils when much expensive equipment was involved. In other situations the transfer of teachers might be the most satisfactory arrangement. If no specialized equipment over that required for common learnings was involved, teachers might divide their time between two or more schools. Satisfactory administrative and financial arrangements would have to be made if a mutual assistance plan were adopted. Problems involved in these arrangements should not be allowed to become stumbling blocks.

3.

An expansion of the curriculum offerings is needed in several areas in order to provide for the general and special needs of youth in the New London high schools.

Music. As pointed out in Chart II, Chapter II of Section II, the amount of music offered in each of the three schools is sufficient for the needed common program for all. For pupils who have sufficient interests and talents, one, two and three units are needed respectively in Chapman Technical, Williams Memorial Institute and Bulkeley. More building space and teacher time are necessary to reach the recommended program of one unit of music for all pupils. The music program should be carefully planned to begin where the elementary program concludes. Joint activities among the students of the three high schools would bring greater interest and

motivation to the program. Participation in the music activities of the community should be encouraged. The present program offerings are deficient in appreciation and history of music, harmony and more advanced courses. School ownership of many instruments is necessary if this part of the program is made available to all youth.

Art. Two additional units of art should be offered in each school. The media for art instruction should be greatly increased. Exploration in these various media should be available to all pupils so that continuation of art work may be based on ability and interest. More art teachers will be required as the program develops and enrollments increase.

Industrial Art. Two years of shop work should be possible in each school, if the proposed organization of schools is put into effect. These should be general shops which are equipped for work in several areas such as woods, metals, electronics, auto mechanics, printing, and planning. Unit shops or special areas in general shops may be necessary for specialization in one, two, or all three schools depending upon enrollments. Time and study are necessary for the accurate determination of the number, kind and location of industrial art shops which may be needed.

Home and Family Living. Chapman Technical High School should make appropriate phases of its program in home and family living available to boys. Bulkeley boys should be able to elect this program. The girls in Williams Memorial Institute should be able to elect the program in home and family living for all four years, grades 9 - 12.

Agriculture. One school in New London should have a four year program in agriculture if the demand in this area of the state warrants it. One year of agriculture or horticulture should be offered in each of the schools. Vegetable and flower gardening, control of insect pests, home landscaping and other elements make up a course which should be valuable for all pupils.

Business Education. Chapman Technical High School should offer junior business training and typewriting for all pupils. Junior business training, may be justified as an exploratory experience. However, the chief reason for this course is to enable all pupils to develop necessary utilitarian skills.

Health and Allied Elements. It is recommended that one unit of health instruction be required of all pupils in the secondary schools. This should be supplemented with a physical education and recreation program scheduled daily for all six years of the secondary school.

4.

The personnel of the elementary and secondary schools should jointly determine the responsibilities of each unit of the educational system. The program of the secondary school must be based on the growth of pupils in the elementary schools. Standards achieved in the tools of learning in the elementary school are the cause for the most frequent misunderstandings between the elementary and the secondary school faculty. Progressive programs to aid pupils develop the ability of self-direction have far-reaching educational significance. If children enjoy proper developmental experiences in assuming responsibility in the elementary school, they should approach satisfactory adulthood in this respect while doing their work in the secondary school. The development of civic and social attitudes in the secondary school are conditioned by those which are developed through the elementary school. Articulation is also dependent upon common knowledge among both elementary and secondary school teachers concerning other skills and knowledges acquired by pupils in the elementary school program. A great deal of time will continue to be wasted, and a smooth continuous developmenta program from kindergarten through the twelfth grade will not be possible unless all teachers concerned are aware of the amounts and types of growth

which their pupils have made and are making. Elementary and secondary teachers cannot afford to remain as strangers when they are engaged in a common enterprise of most vital concern to children and youth.

5.

Regardless of school organization, the seventh and eighth grades should carry their share of the secondary school program. The recognized program in these grades involves 14 elements already mentioned under major recommendation #5. If the old type of seventh and eighth grade program prevails, only the academic subjects will have a place. Many life adjustment values will be entirely ignored unless a modern program is in operation. There is not enough time in grades 9 - 12 to recover from the deficiency caused through the lack of an adequate program in grades 7 - 8. Grades seven and eight which lack industrial arts, homemaking, library instruction, junior business training, guidance, club work, art and health instruction open serious gaps in any educational program.

6.

Some reorganization of the program is necessary in the secondary school if the recognized major objectives are to be attained. Teachers now spend too much of their time in hearing recitations, making assignments in textbooks, giving tests, scoring papers, lecturing, and in enforcing discipline. They should spend more time in teaching pupils how to study, how to plan and evaluate their own work, how to accept increasing responsibilities for their own classroom work, and how to grow in self-discipline. Pupils working in ten to twelve areas in the junior high school can do so effectively only by reducing recitation time. Pupils in senior high school should take more fields of work. This is necessary if all the objectives of secondary education are to be achieved through appropriate educational activities. Pupils should spend more of their time each day in planning

and study. Individual programs should allow progress commensurate with ability, interest and industry of pupils. In this way much wasted time resulting from the over-use of group instruction can be saved for more effective use. If the school program is extended over a longer time in the day a schedule much more suited to the mental, physical and social needs of youth can be devised.

7.

New London School authorities and teachers should continue to secure the advice and cooperation of parents and other citizens on curriculum and other educational problems. In home and family life education, health instruction, citizenship and all other areas, lay groups have many suggestions to offer for improvement of the program of the schools. Pupils who are the customers of the school also have their contributions for the improvement of the curriculum. The program of the school will improve as youths' sincere demands and needs are met. The best way to condition youth for education is to encourage them to take part in the selection of elements, planning the program and evaluating the progress which they are making. The community school can be developed in the best way through the cooperative efforts of pupils, citizens and teachers, the three great groups concerned with organized education.

8.

A program of specialized interests and activities includes the older extra-curricular activity program but extends beyond this. Any worthwhile interest of an individual or a group may provide the reason for an activity. These activities may grow out of a classroom where it is difficult to give the time for all special interests which may arise. These interests may reach beyond the scope of planned classroom activities but may be accommodated during time made available elsewhere in the daily schedule. These

activities may also be encouraged in out-of-school hours in afternoon, evenings, weekends and during vacations. They are basic in establishing motives on the part of pupils and in developing personality.

The entire school faculty has a part to play in encouraging and guiding the development of a program of specialized interests and activities for all the pupils of the school. Some qualified and interested faculty member or a committee of several teachers should provide encouragement and leadership for launching the program. This faculty member or committee should be concerned with such questions as:

a. How may special interests of pupils be discovered?

b. How may time for special activities be found and scheduled?

c. How may each faculty member in the school contribute to the development of the program?

d. How may community resources and personnel be used?

e. How may specialized activities grow out of various areas of the curriculum?

f. How may worthwhile interests unconnected with curriculum areas be discovered and appropriate activities be developed?

g. How may the outcomes of a program of specialized interests and activities be evaluated?

These questions reveal in some measure the scope and importance of the program. The need for motive on the part of pupils is great in secondary schools today. The program of specialized interests and activities will go far in improving the holding power of the school through the exploration and satisfaction of worthwhile interests of pupils.

9.

Curriculum organization calls for the increased use of the activity, project, problem and unit. There is need for increased emphasis upon the concrete and the specific in both problems and materials of instruction. Learning should be directed more toward the solution of practical problems

of living with clearly recognized values for youth. A greater use of out-of-school resources through the medium of the field trip brings needed vitality and reality to the curriculum. Observational and experimental techniques should be employed wherever applicable in projects and activities. Motor learning or learning by doing, where the body is used effectively, as in painting, dancing, typing and arts and crafts provides balance and improves the educational outcomes of the entire program. A liberal use of audio-visual aids improves retention and results in greater economy in learning. The organization of the curriculum into effective learning activities and projects cannot be divorced from appropriate instructional techniques.

The nine major recommendations listed and expanded in this chapter are presented as vital professional activities through which the teachers and administrators of New London may improve the curriculum of the secondary schools. Participation in these proposed activities will lead to others equally vital in the continuous process of developing and improving the educational program for all youth.

Section III
Chapter XI

THE IMPROVEMENT OF GUIDANCE, AND PUPIL PROGRESS

1.

Introduction

A more complete acceptance of the guidance viewpoint by the secondary schools of New London is the most important prerequisite for the improvement of guidance and of education in general. This viewpoint stresses individualizing educational activities, helping pupils to mature both personally and socially, recognizing all aspects of growth, and assisting pupils to become increasingly self-dependent. To an encouraging degree the schools already accept this point of view, but there is considerable need for improvement.

As this comes about, the atmosphere and all of the practices of the schools will reflect the increased emphasis on guidance. Some changes that would result in the general programs either have already been or will be recommended in other chapters of this report. Consequently only passing reference need be made to them in this one. The point can not be overstressed, however, that all of the efforts of the schools should be directed toward effective guidance of youth.

Certain suggestions for improving the guidance aspects of the general program and the specialized guidance services were either indicated or implied in the descriptive report presented in Chapter VII. Therefore, they may now be offered as recommendations with a minimum of discussion or support.

Any change in the administrative structure of secondary education in New London would, of course, affect both the general and the specific features of guidance. For instance, extension of public education through the ninth grade could facilitate transfer of important pupil information

from the elementary to the secondary school level. However, recommendations that are made can be followed regardless of how secondary education is organized. Another general feature is that they will not, with one or two exceptions, be specific with respect to schools. Any new or old school will be able to determine the extent to which recommendations apply to it and how they should be used.

2.

General Program

From the guidance viewpoint, the recommendation made in the previous chapter that less curricular emphasis be placed on preparing youth for college and more on fitting them for other aspects of living is commendable. While the proportion of high school graduates in New London that attend college is considerably above the national average, it represents no more than one-fourth of any total high school group enrolled in the three schools. There is also a question as to whether or not this figure is higher than can be defended, since the strong emphasis on preparation for college may encourage some individuals to attend college who would be more successful in other post-high school activities. Regardless of this, it seems obvious that more functional curricula are needed. Such curricula probably would, by meeting better the interests and needs of youth, increase the holding power of the schools.

Continuation of the present practice of offering no "guidance subjects" is strongly recommended. Every instructional activity should provide needed growth influences for youth, and information or experiences of the type often provided in guidance classes should be presented in other classes or activities where they naturally fit.

To promote further individualization of instruction, some classes need to be reduced in size and teachers need to know more about their pupils. This latter point will be elaborated in the recommendations on records.

The tendency to base scholastic marks on performance as related to ability is desirable and should be continued. A contrary tendency to use marks to uphold academic standards should be discouraged in favor of more practical and less artificial types of evaluation. Standardized scholastic aptitude and achievement tests provide scores that predict school success as well as marks, and at the same time they are not open to the criticism of being subjective. Qualitative descriptions of class performance are obviously subjective, but are a needed supplement to comparative marks and test scores. The addition of qualitative comments to marks as now given would improve their usefulness considerably.

In terms of purpose and other general considerations, extracurricula activities should be provided similarly to curricular ones. Application of this criterion in New London's secondary schools would, among other things, reduce the emphasis on interscholastic sports and spread participation in a number of activities.

Continued use of the homeroom largely as an administrative device is probably desirable. Certainly any use of this unit or of such techniqu as career days and planned work experience should be closely integrated with instructional and guidance programs.

3.

The Administration of the Guidance Program

Because administrative conditions exert such profound influence on practice, recommendations for improving the administration of guidance will be considered first in this section. Two administrative prerequisites to a better guidance program in each school are: (1) The delegation of leadership responsibility to a director of guidance or head counselor, and (2) differential distribution of guidance activities among the entire employed personnel. General supervisory responsibility would remain in the hands of the principals, but the time they devote to guidance services would be

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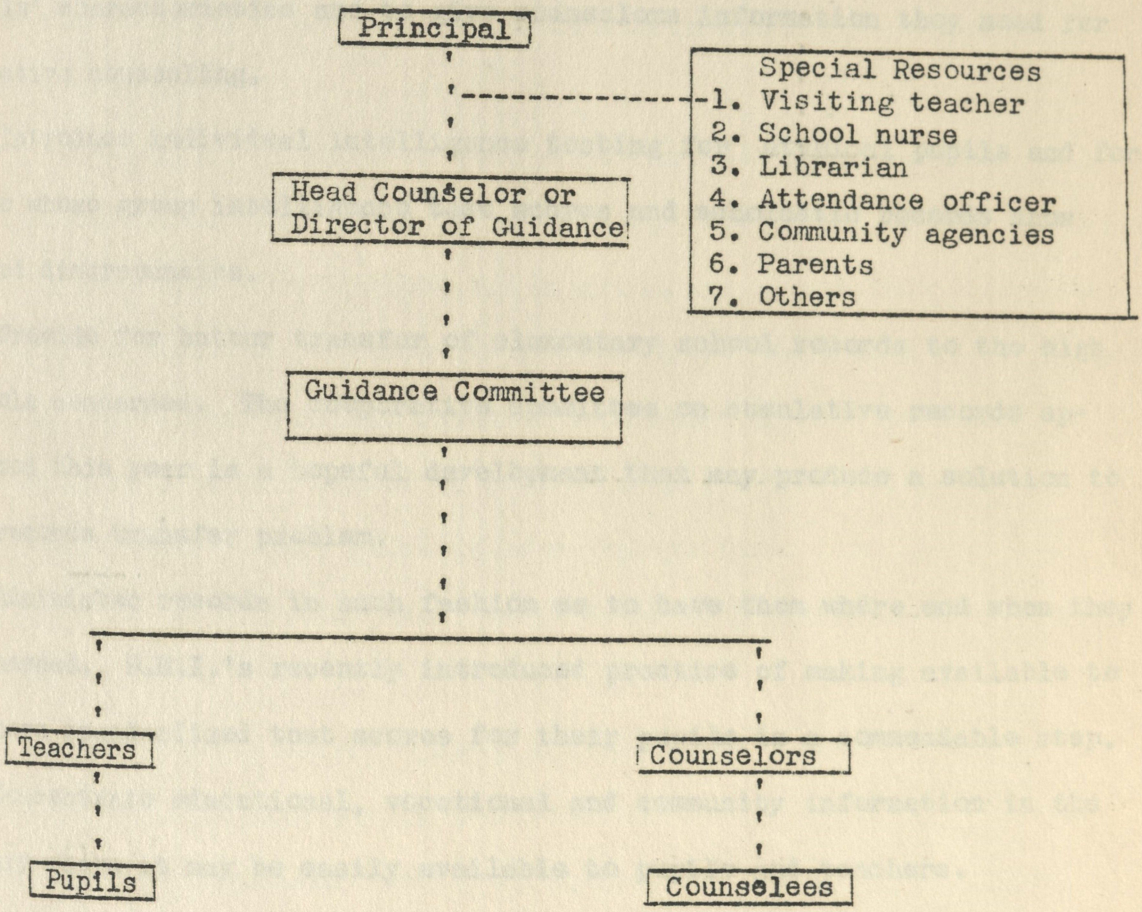
but the time they devote to guidance services would be decreased markedly. The second would lead to fullest participation and encourage all staff members to help plan and provide these services.

Erickson has suggested the following simple organization for the guidance program of a secondary school:[1]

FIGURE 1


Principal
Special Resources
1. Visiting teacher
2. School nurse
3. Librarian
4. Attendance officer
5. Community agencies
6. Parents
7. Others
Head Counselor or Director of Guidance
Guidance Committee
Teachers
Counselors
Pupils
Counselees

This type of setup meets the conditions set forth in the preceding paragraph. It allows leeway for a school to use homeroom or class groups for group guidance, and it strongly implies that guidance is provided through teachers in regular instructional activities. Furthermore, there is nothing in the plan that would prevent teachers and counselors from being the same individuals.

A school having up to 500 or 600 pupils may meet its guidance responsibilities by having one professional guidance worker and enlisting all employed personnel in the guidance program. Larger schools need two or more specialists who will devote all or practically all of their time

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[1] Clifford E. Erickson. A Practical Handbook for School Counselors, The Ronald Press Co., New York, N.Y., 1949, pg. 179.

to guidance duties. Naturally, such schools will also have their entire staffs participate in guidance activities.

Other recommendations for improving guidance through administrative means follow:

1. Extend group testing as needed to increase teachers' knowledge of their pupils' characteristics and to give counselors information they need for effective counseling.
2. Introduce individual intelligence testing for atypical pupils and for those whose group intelligence test scores and scholastic records show marked discrepancies.
3. Provide for better transfer of elementary school records to the high schools concerned. The cooperative committee on cumulative records appointed this year is a hopeful development that may produce a solution to the records transfer problem.
4. Administer records in such fashion as to have them where and when they are needed. W.M.I.'s recently introduced practice of making available to teachers standardized test scores for their pupils is a commendable step.
5. Concentrate educational, vocational and community information in the library where it may be easily available to pupils and teachers.
6. Assign private offices to all staff members who have special, as contrasted to general, responsibility for counseling.
7. Make adequate clerical help available for guidance activities.
8. Develop gradually an inservice training program in the area of guidance.
9. Provide all staff members adequate time for performance of their respective guidance responsibilities.

4.

Counseling

The aim in counseling should be to assure all pupils the individualiz help they need with specific problems when they need it. To achieve this

goal, provisions should be made for general counseling by teachers and specialized counseling by a professional guidance personnel. Teachers should have counseling groups that are small enough for them to handle well and, ordinarily, should retain a counselee during his entire stay in high school. A counseling group might appropriately be comprised of members of a single class or of proportional representation from the several classes.

Professional guidance workers should provide leadership in counseling, as well as in other guidance activities; they should accept difficult cases as referrals from teachers and administrators; and they should be available to pupils who voluntarily request their counseling aid. Although personal counseling cannot be divorced from other types, specialized counseling of this kind should be done only by professional guidance employees. These workers should also recognize their limitations and make referrals of seriously maladjusted cases to psychiatrists or special agencies.

The counseling service should provide for a certain number of purposeful contacts with pupils each year and should encourage voluntary contacts. Some additional testing is needed for counseling and other purposes, particularly at Chapman Tech where there is no class-wide testing. Limited individual intelligence testing is needed in all schools. A practical reference on testing for use by all members of the faculty of a school follows:

> Clifford P. Froehlich and Arthur L. Benson.
> Guidance Testing Science Research Associates, Inc.,
> Chicago, Illinois. 1948, 104 p.

More interviews with parents about their children are recommended. Although time-consuming, they should improve both teaching and counseling results.

A counseling aid that guidance workers of all types will find

helpful is,

Clifford E. Erickson.
A Practical Handbook for School Counselors.
The Ronald Press Co., New York, N.Y., 1949. 224 p.

For inservice training purposes, the following publications should be valuable:

Committee on Professional Training and Certification, N.V.G.A.
Counselor Preparation
National Vocational Guidance Association, 82 Beaver Street,
New York 5, New York, 37 p.

The nucleus of a good pupil record system exists in each of the three secondary schools. The first steps in improving records should be: (1) Securing more facts about the elementary school histories of pupils; (2) Perfecting the recording of information that is now kept; (3) Adding qualitative material that ha to do with personality characteristics.

Record keeping that is purely clerical in nature should, of course, be handled by clerical employees.

5.

Vocational, Educational, and Community Information

A considerable amount of good work is now being done in this area. To maintain a strong information service, each school should:

1. Keep files of catalogs of post-high school educational institutions up to date.

2. Own a few recently published appropriate directories of college and other types of schools.

3. Maintain a reasonably comprehensive shelf of vocational books and occupational monographs. Aid on the second phase of this may be obtained from these sources;

Gertrude Forrester,
Occupations : A Selected List of Pamphlets
H.W. Wilson Co., New York, Rev. Ed. 1948, 354 p.

Published by Occupational Index, Inc. (5.00 per year)
New York University
Washington Square, N.Y. 3, N.Y.

4. Issue periodically to faculty members a bulletin on new informational materials identified or obtained and processed by the guidance department.

5. Increase the use of visual occupational materials, e.g., films, in classes.

6. Survey the city's resources for helping individuals with various types of adjustments and summarize the findings in a publication of some type. This might well be a joint project for the secondary schools.

6.

Placement and Follow-up

Present techniques for helping seniors and graduates obtain admission to suitable post-high school educational institutions seem to be working satisfactorily. However, no similar statement can be made for existing job placement procedures. To improve the situation, it is recommended that the schools join hands in establishment of a systematic placement activity. This is necessary if competition and unnecessary duplication of effort are to be avoided and if optimum results are to be obtained. Close cooperation with the local office of the Connecticut State Employment Service is also recommended.

It is recommended that a planned follow-up system be introduced. Such a system might enable the schools to provide further services to some individuals, but its main value would be its use in evaluating guidance and other school services. The follow-up instruments proposed in the following reference are recommended for serious consideration:

John R. Beery, Byron C. Hayes, and Edward Landy.
"The School Follows Through--Post-School Adjustment of Youth."
Bulletin of National Association of Secondary School Principals,
25:86-122, Nov., 1941

Section III
Chapter XII

RECOMMENDATIONS FOR THE IMPROVEMENT OF INSTRUCTION

Chapter X has presented recommendations for the improvement of the high school curricula as a whole. This chapter suggests areas and methods in which instruction might be improved, not only within the classrooms and in ordinary class procedure, but throughout the entire sphere of learning. The following recommendations are derived from the findings reported in chapter VIII, and, as stated there, are based on what is now considered good practice in secondary education.

1.

It is fairly unanimously recognized today that learning experiences need to be centered more around the problems of youth as those problems are related to their individual development and to the larger demands of society. This means that subject matter should contribute to learning, and not be the unalterable substance of it. Learning, it must be emphasized, does not take place as a result of daily acquisition of bits of isolated, unrelated knowledge. The test of real learning lies in its use, and in its connection with other learnings; its application to life and to behavior; its relation to actuality; its total effect on youthful attitudes; its contribution to productive adulthood.

2.

Especially in instances where curricula are constructed on a subject matter basis, a much greater application should be made of educational articulation and learning continuity among the various offerings comprising the curricula. The published programs of the schools all advocate correlation and integration of subject matter. If these principles were to be put into more significant practice, subjects would cease operating in

sovereign fashion and within narrow, compartmentalized confines. Where related subjects are taught by the same teacher, all the more justification exists for establishing their interrelation, and teaching them in such a fashion as to give greater meaning, added comprehension, and more lasting value within a broader field of concept and activity. Literary masterpieces, for example, should be studied simultaneously with the period and locale treated in social science classes. Under present arrangements students are compelled to leap from one era to another and from one part of the globe to another with no more purpose in mind than to conform to subject matter syllabi, each syllabus manifestly conceived independently of the other. A core curriculum organization with electives wisely chosen would have decided advantages over the present plan of narrow and specific curriculum compartments. (For suggestions see Bulletin 37, Reorganizing and Retooling Secondary Education, State Department of Education, Hartford, Conn.).

3.

Again as to method, more enterprise in the use of media of instruction other than textbooks would notably strengthen the quality and range of learning. The experience and observations of teachers themselves confirm the fact that assignments consisting of so many pages or of such and such a chapter, and homework given perfunctorily on topics to be covered in the text or on fragments of subject matter arbitrarily chosen from a single source which happens to be most available, are procedures which will inevitably lead only to intellectual and emotional monotony, poverty of understanding, and narrowness of outlook, not at all compatible with student vitality. Here is an area which merits the thoughtful effort of all high school teachers.

4.

Much greater emphasis needs to be placed on the quality of instruction and the quality of learning, even at the expense of quantity. This implies greater intensity of effort in developing the student's latent abilities and talents. The students of the New London High Schools need to be challenged more, and their ingenuity more consistently drawn upon to tackle those problems which bedevil their personal and social world; they should be confronted with those issues which are basic to the strains and tensions of modern life. Contributory to this, appreciations should be nourished and curiosities aroused on the wonders and blessings of nature and the universe, rather than too exclusively on their purely academic and scientific technicalities. With this approach, the teaching of appreciations both in literary and scientific fields does not need to be stodgy and uninspired.

5.

The teacher should refrain from being too much the center of instructional gravity. Students should be treated as active agents best educated through their own guided activity, rather than as so much raw material ready to be processed by the teacher. As has been stated previously, student-initiated activity, or student participation in defining or delineating learning experiences should characterize instruction more than was observed by the committee. It is not enough to rely on extra-curricular activities to make up for this lack. Students will respond more readily and reap greater profits from their school experiences if they are granted some share in determining what they are to learn.

6.

As is too generally the case in secondary education, the individual academic subject reigns supreme in all three high schools. Regardless of

administrative directives or stated philosophies, traditional subject matter and traditional approaches are employed that are more appropriate to straigh college preparatory work than to an education for life, or an education of the terminal type. This is not a demand for the usurpation of subject matter; it is a plea for its wiser and more functional usage.

Other recommendations might, of course, be proposed, but the above provide a sufficient basis for a reconsideration and a reconstruction of instructional practices. New London's high schools could continue their traditional instructional behavior and rest on their successes to date. It is quite certain, however, that preserving present practices will result in nothing much more than a run-of-the-mill school system. On the other hand, a full and sincere acknowledgement of the need for change in accordance with recognizedly good practice will make the New London High schools worthy examples to be followed by other American high schools, and institutions of which the community would be much more proud and much more willing to support.

Section IV
Chapter 13
FINANCE
1.

How does New London's method of financing secondary education compare with modern practices in U.S.?

The New London method of providing high school education at public expense in three privately controlled institutions in the middle of the twentieth century is certainly unique.

Public support for private schools used to be quite common throughout the nineteenth century. In fact this was one of the practices which was most forcefully criticized by Horace Mann in his fourth annual report in 1841 (pp. 33-34). It was quite understandable at that time, however. Secondary education was generally regarded not as the right of all but as the prerogative of the few. Public high schools were rare and local communities were compelled perforce to rely largely on private schools for this service. In fact, it was not until the famous Kalamazoo decision in Michigan in 1872 that the right of communities to provide high schools at public expense was finally established. Since that time the growth of public high schools has been phenomenal. Enrollments doubled every decade up to 1930, a development unparalleled in educational history anywhere else in the world.

Today the right of a child to education through the high school at public expense is no longer questioned. The U.S. Office of Education Bulletin 11, 1938 states: "It is the function of public schools to provide adequate educational opportunity for every child from the time he enters until he is ready to take his place in adult society". "Such an educational program needs to be developed as a series of closely integrated learning experiences. It is so vitally related to the people

of all age groups in the community that many of its most important objectives may be seriously impaired if various segments are placed under the control of non-integrated administrative units. (Your School District, p. 22)

As was pointed out previously (See Section I Chapter II pages 27-29) all authority in educational matters derives from the State. In general state legislatures enact laws setting up minimum standards and general policies for the conduct and support of education. Then they establish boards of education as their local agents for carrying out these policies and providing beyond their minimums as much educational service as the local community desires and is willing to support. As "agents of the law" the board of education is the only body to whom responsibility for publicly supported education has been delegated. The state education law and legal decisions of the courts in Connecticut make it abundantly clear that it is the intent of the state to make the local board of education responsible for all public education both elementary and secondary.

In all communities both large and small boards of education have universally accepted this responsibility in the field of elementary education. Quite generally, however, rural communities too small to provide an adequate high school program, while accepting the responsibility for secondary education, have discharged this responsibility by sending their pupils to neighboring schools on a tuition basis. Over the U.S. generally it is becoming increasingly recognized that this is not a satisfactory solution since it gives the people whose taxes help support these schools no control over the kind of education provided for their children. Consequently in nearly half the states of the Union reorganization with larger units of educational administration, which will enable the people to control their own secondary education, either

has been effected or is in process. And even under present conditions it must be remembered that while local boards of education in these small communities do not control the education received in tuition high schools, they do control the expenditure for this purpose. They determine the schools which children may attend at local expense, agree upon the rate of tuition and provide the necessary funds in their budgets.

New London is not a small rural community. On the contrary it is a city amply able to provide an adequate high school program for its children. However, it still continues to send its pupils to secondary institutions over which the people have no control. The people furnish the money for their support but the control is in the hands of self-perpetuating boards of trustees. This practice once common in the United States is entirely obsolete today. It has so completely disappeared that it is doubtful if a similar situation could be found in the U.S. at the present time.

New London's method of financing secondary education is cumbersome, confusing and unbusinesslike. A sound educational budget should be constructed as part of a long-time plan for financing a program of continuous progressive growth for all pupils from the kindergarten through the high school. In New London's procedure there is no single body responsible for such a program. Consequently the city council is confronted not with a single budget designed to meet the total educational needs of the city but with four separate budgets each designed to cover the cost of a segment of those needs.

The budget for elementary education meets the requirements of a sound budget for the area which it covers. It is prepared by the board of education, the body which is legally responsible for this area. This board is not only in a position to see the area as a whole but is directly responsible to the people for the soundness of its budgetary request.

There is no corresponding body for secondary education. This area is divided among three institutions each with its own board of trustees. Each is a separate and distinct entity with no necessary connection with any of the others. Each presumably knows the program and needs of its own institution but not those of its competitors. Nor does it know the elementary situation from which its pupils come. And none of these boards has any legal responsibility to the public. One of the prime essentials of any sound business enterprise is unified responsibility for policies, processes, products and costs. This is entirely lacking in the New London secondary field.

Furthermore, when appropriations are made there is an equally significant diversity between elementary and secondary education in the matter of conserving public interest in expenditure of public funds. The elementary system in which the public interest is already carefully guarded through control by their legal representatives has the additional protection of city control at every step. Money appropriated to the board of education remains in the custody of the city treasurer and each expenditure is subject to the same audit as those of departments of the municipal government. In the secondary field the situation is quite the reverse. Here funds are appropriated for the various secondary institutions in a lump sum. This is made available to the various boards of trustees in a single check or several checks as they may prefer. Once allocated these public funds become the sole property of the boards of trustees to be expended as they choose. The people have no control over the way in which these funds are used. It is a little difficult to reconcile this entire lack of control of tax money for secondary with the double protection of elementary funds. The absence of any control is contrary not only to accepted principles of educational administration but lacks the checks and balances necessary to any sound program of public

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Divided responsibility also adds tremendously to the difficulty of making intelligent allocations. In passing upon budgetary requests the city council is faced with four competing groups each interested primarily in the welfare of the institution it represents. The council cannot reasonably be expected to have detailed information regarding the soundness of the various requests. Costs in the secondary field vary widely between schools. But since it has no educational body responsible to the public, the council has no sound method of determining the relation between these costs and results obtained in the various schools.

The generally accepted unit of cost in education is the cost per pupil. This is obtained by dividing the total current expense by the number of pupils in average daily membership. The wide variation in per pupil cost in the various secondary schools for the past seven years is shown in Table 1.

TABLE 1

Cost per pupil ADM

	Bulkley	Chapman	W.M.I.	City	
1941-1942	261 75	141 81	131 75	160 99	Non Resident
" 43	291 61	161 84	160 62	192 12	
" 44	311 57	156 19	176 22	205 27	
" 45	318 69	172 79	199 50	211 32	
" 46	291 91	173 85	246 90	222 15	
" 47	294 47	178 88	247 10	224 97	
" 48	322 93	217 42	267 74	255 85	200
Increase	23%	53%	103%	59%	

The spread between schools is not so great today as in 1941-42 when costs at Bulkley were almost double those at Williams Memorial Institute. However even in 1947-48 from $217.42 at Chapman Tech. to $322.93 at Bulkley still represents a considerable differential, -$105.

The current differences between schools are particularly surprising in view of their programs. Bulkley and Williams Memorial Institute are primarily concerned with an academic curriculum designed to prepare students for college. In general over the United States the academic is the least expensive program a secondary school can provide. Probably that is one of the reasons, at least, why it is so commonly found even in small rural high schools from which few students ever go to college.

Chapman Tech., on the other hand, is a comprehensive high school with a fairly large program of industrial arts involving such vocational subjects as wood working, automobile mechanics, forging and welding, machine shop practice and agriculture. Vocational education is not cheap. It is much more expensive to install and to maintain than an academic curriculum. It requires highly specialized machinery which is expensive to operate. In general practice supplies are relatively expensive, instructional costs high and since it requires about twice as much space per pupil it usually involves a considerable addition to the cost of building operation and maintenance. Over the United States generally the cost of vocational education runs from 25% to 50% higher than that of academic. In the light of these facts the relatively low cost at Chapman as compared with the other two schools is somewhat difficult to justify.

It is equally difficult to explain why in 1941-42 it should have cost practically twice as much to prepare a boy for college at Bulkley as it did to prepare a girl for college at Williams Memorial Institute.

Evidently the trustees of Williams Memorial Institute must have wondered about this and decided they were spending too little since they have more than doubled their budget in the last six years against an increase of 23% for Bulkley and 59% for Chapman.

In any study of school costs the largest factor is instructional service. Usually this accounts for from 2/3 to 3/4 of the total current expense. The two largest factors in the cost of instructional service are teachers salaries and the ratio between pupils and educational personnel. Teachers salaries in these schools have risen as a result of the increased cost of living just as they have all over the United States though not perhaps so rapidly as in most cities. An analysis of the ratio between pupils and educational personnel is shown in Table 2.

TABLE 2

Analysis of Staff-Pupil Ratio

	Bulkley					Chapman					W.M.I.				
Year	Staff	Resident Pupils	Non-Resident	Total	Ratio	Staff	Resident Pupils	Non-Resident	Total	Ratio	Staff	Resident Pupils	Non-Resident	Total	Ratio
1940-41						47	781	376	1157	25	36	532	176	708	20
" 42	24	283	87	370	15	51	810	419	1229	24	36	508	180	688	19
" 43	23	267	85	352	15	51	749	436	1185	24	35	465	175	640	18
" 44	22	262	69	331	15	46	721	397	1118	24	33	461	173	634	19
" 45	20	256	78	334	16	48	685	412	1097	23	32	448	195	643	20
" 46	20	275	75	350	17.5	48	686	365	1051	22	30	424	182	606	20
" 47	20	308	115	423	20	48	693	362	1055	22	30	440	184	624	21
" 48	21	337	78	415	20	46	676	358	1034	22	31	443	200	643	21
" 49	21	311	98	409	19	46	669	358	1027	22	32	397	181	578	18

It should be noted that this table is not based upon ratio of pupils to teachers but upon the ratio of pupils to the total educational personnel. These ratios will be somewhat lower than those computed on the customary pupil-teacher ratio formula, but it was felt that they are a more desirable basis for comparison between the three schools.

This table makes evident the reason for the relatively small increase in cost at Bulkley. While the ratio has been dropping slightly, with declining enrollments, at Williams Memorial Institute, 20-18, and Chapman Tech, 25-22, it has risen from 15 to 19 at Bulkley where the faculty has been reduced in number despite rising enrollments. Declining enrollments make an increase in cost very difficult to avoid. They tend to force either a curtailment in program, smaller classes or both. Since overhead remains relatively stable regardless of enrollments, costs tend to increase if the quality of service is maintained. The declining enrollment at Williams Memorial Institute therefore, partially explains the sharp increase in cost but only in part.

It should be noted in passing that the cost of tuition for non-resident pupils is less than that for the pupils of New London by $55.85. This may be justified perhaps by the cost to outside districts for transportation of their children into the city. In any case the question of how far New London should go in subsidizing secondary education for the children of neighboring communities is one for the citizens to decide.

From these facts it is evident that New London's method of financing secondary education is entirely inconsistent with modern practice. In attempting to make an intelligent distribution of public monies between these three schools with no publicly responsible body to check costs against needs and results, the city council faces a most

difficult task. It is not rightly a responsibility for the city council, but rather for the board of education.

2.

How do secondary educational costs in New London compare with other cities of like size?

In order to answer this question data has been gathered from twelve cities of comparable size equally divided between Connecticut and Massachusetts. These two states were selected because they are in New England where conditions are somewhat different from the rest of the country, and because both are industrial states and therefore have more in common. All cities approximately 7000 - 8000 larger and smaller than New London were included. The results are shown in Table 3.

TABLE 3

Comparison of costs of secondary education in New London and comparable cities 1947-48

		Population	Grand list (city)	City tax rate	Value behind each ch ADM		City ADM		HS ADM	Rank	Total Sec. Exp.	Rank	Per pupil cost	Rank
Connecticut														
Manchester	11	23 799	65 685 399	23.5	11 430	7	4 872	3	1 294	7	238 176	9	184 06	12
Hamden	12	23 373	59 775 054	25.5	13 298	4	4 495	6	1 172	9	281 861	5	240 50	3
Bristol	5	30 167	76 204 680	27.75	15 790	3	4 826	4	1 525	2	364 524	2	239 03	4
Stratford	13	22 580	52 301 408	31	9 831	11	5 320	1	1 353	5	261 511	7	193 28	11
Greenwich	2	35 500	170 223 740	27.2	35 814	1	4 753	5	1 365	4	452 907	1	331 85	1
Torrington	6	26 988	103 084 098	13.7	27 314	2	3 774	9	1 236	6	279 940	6	210 31	7
New London	4	30 456	53 505 142	35	12 395	5	4 236	8	1 400	3	358 185	3	255 85	2
Massachusetts														
Taunton	1	37 395	35 072 110	46	7 942	12	4 416	7	1 206	8	212 502	12	176 20	13
Revere	3	34 405	40 811 000	51.80	7 751	13	5 265	2	1 561	1	318 568	4	204 09	10
Beverly	7	25 537	39 908 950	42.40	11 783	6	3 387	12	1 032	12	238 697	8	231 30	6
Melrose	8	25 333	39 991 750	36	11 306	8	3 537	10	1 133	19	236 881	10	209 07	8
Northampton	9	24 794	27 075 030	39.80	10 325	10	2 622	13	705	13	163 697	13	232 19	5
Gloucester	10	24 046	39 894 825	45	11 295	9	3 532	11	1 138	10	232 561	11	204 36	9
											Bulkley		322 93	
											Chapman		217 42	
											W.M.I		267 74	

Column 1 shows the population of each city according to the 1940 census. They range from Taunton with over 37,000 to Stratford with over 22,500. New London ranks fourth in size being exceeded by Taunton, Greenwich and Revere.

Columns 2, 3 and 4 should be taken with the proverbial grain of salt. There is at present no method of obtaining comparable figures on wealth. Massachusetts obviously assesses its property at a much lower rate than most cities of Connecticut. On the other hand, Connecticut has no tax equalization commission. Each town assesses its property as it chooses. The rates of assessment vary very widely. Consequently there is no method of obtaining figures which are valid for purposes of comparison. However, these are the figures on record with the state department and are presented here for whatever they may be worth. According to these figures as shown in column 2, New London ranks above any of the comparable cities of Massachusetts and next to last among the cities in Connecticut in the value of ratable property. Conversely its tax rate, shown in column 3, is lower than that of any city in the Massachusetts group but stands at the top among the Connecticut group. To the extent to which assessed valuations are really comparable this is a significant figure.

Column 4 presents the amount of wealth behind each child in average daily membership. Despite the unreliability of assessed valuations for purposes of comparison this is still one of the best measures of the ability of the city to finance a good educational program. This column shows that Greenwich is by far the wealthiest city in the group with Torrington not far behind. New London comes fifth with about one-third as much wealth as Greenwich and less than half as much wealth as Torrington behind each pupil in average daily membership.

In the following columns dealing primarily with the financing of secondary education, which is the immediate concern of this report, the difficulty of making valid comparisons because of lack of comparable data on assessments is no longer involved. Figures are on the same basis and are therefore entirely valid from one city to another.

Column 5 shows the number of pupils in average daily membership in all grades from kindergarten through the high school. Here New London though fourth in population ranks eighth. This relatively small number of pupils to be educated is a considerable help to the city in financing education in general. However, as the next column reveals this relief occurs primarily in elementary education since the number of high school pupils is relatively high.

Column 6 presents the average daily membership in all the high schools. That the children of New London are above the average in their desire for a high school education is shown by the fact that while New London ranks eighth in the number of pupils in all schools, as shown in the previous column, its position among the other cities in high school membership jumps to third. The ratio of secondary pupils to the total school membership just under 1 to 3 is unusually high.

Column 7 gives the total expenditures of the various high school systems. In this matter New London ranks third which is about what might be expected since it has the third largest average daily membership in high school.

Column 8 shows the per pupil cost of secondary education. This is generally accepted as the best basis for the comparison of costs. It is therefore by far the most significant of the figures presented in this table. On this basis of comparison New London ranks second being exceeded only by the extremely wealthy city, In the following columns dealing primarily with the financing of secondary education, which is the immediate concern of this report, the difficulty of making valid comparisons because of lack of comparable data on assessments is no longer involved. Figures are on the same basis and are therefore entirely valid from one city to another.

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Greenwich. This is interesting in view of the fact that New London ranks fifth in amount of wealth behind each child in average daily membership. Obviously New London desires and is willing to support a high quality of secondary education.

What type of secondary education New London values most is made clear in Table 4. In this table in place of the cost of secondary education to the city as a whole the per pupil cost in each individual institution is compared with high school costs in other cities.

TABLE 4

		Rank
Greenwich	331.85	1
Bulkley	322.95	2
W.M.I.	267.74	3
Hamden	240.50	4
Bristol	239.02	5
Northampton	252.19	6
Beverly	231.30	7
Chapman	217.42	8
Torrington	210.32	9
Melrose	209.07	10
Gloucester	204.36	11
Revere	204.09	12
Stratford	193.28	13
Manchester	184.06	14
Taunton	176.20	15

In this table the two college preparatory institutions, Bulkley and W.M.I., rank second and third respectively while the comprehensive high school, Chapman ranks 8th, exactly in the median spot, in cost per pupil.

In answering the question therefore, how do secondary education costs in New London compare with those in cities of comparable size, the following statement would seem to be indicated by the data given above. For children desiring the broad educational opportunities of a comprehensive high school curriculum the financial support by the city

is just about average; but to children desiring a straight college preparatory curriculum the city is unusually generous.

3.

How much will it cost to follow out the recommendations of the survey staff for secondary education?

The answer to this question will depend on a series of factors. Many of the recommendations involve no increase in cost; some make possible substantial savings; and some involve substantial additional cost primarily in capital outlay rather than current expense.

Most of the recommended changes in school program and methods of teaching require no increase in expenditures. For instance it costs no more to dovetail high school education with elementary so as to provide a well planned program of continued growth for each pupil. It costs no more for pupils to share in planning their educational programs and to participate actively in the learning process. A school in which teachers are conscious of their opportunities to help pupils cope with the many educational, vocational, social and personal problems with which they are confronted costs no more than one in which teachers are primarily interested in the acquisition of subject matter. In short, a school which has as its purpose the development of the pupil's capacities both as an individual and as a citizen does not necessarily cost more than one whose primary aim is to prepare students to meet entrance examinations to college. Many other examples could be cited.

In like manner most of the recommended changes affecting teaching personnel require no increase in cost. They merely involve the filling of vacancies as they occur with new teachers equipped to do the

special work desired and the reassignment of teachers already employed, some of whom will probably need aditional extension or summer courses to prepare for their new work.

New London has one unusual opportunity for very real economy - the combination of Bulkley and Williams into a coeducational high school. This would eliminate a number of the expensive duplications of services which are present in the existing situation. For example, one principal and one assistant principal would be adequate for the administrative needs of the combined schools instead of two each as now employed. That the ratio of pupils to educational personnel is low was shown in Table 2. An increase of ten per cent would still leave it somewhat below the average in comparable cities. A study of the enrollments in the various classes makes evident that this could be done without loss of efficiency by combining small classes to prevent unnecessary duplication. The saving thus effected in personnel would make it possible to provide the additional recommended services and personnel without additional expense.

The only recommendations which involve any considerable outlay are those resulting from building changes. These may be briefly stated as follows.

1. Move the pupils from the seventh and eighth grades at Jennings and Harbor schools into Bulkley and make this a junior high school until such time as the city decides to build a new one. This would require the equipment at Bulkley of two general industrial arts shops for boys; two home-making laboratories and the addition of toilet facilities for girls at an estimated cost of $30,000.

2. Move the boys at Bulkley into Williams Memorial Institute and make this a coeducational high school primarily designed to fit its pupils for college. This would involve installing toilets for

boys at an estimated cost of $10,000.

3. Move the pupils from Bartlett School into Jennings and make this building available to Chapman for additional classroom space to relieve the present overcrowded condition. This is an old building and should eventually be replaced by new classroom facilities for Chapman. But meanwhile the addition of commercial work at Chapman as recommended could be concentrated here.

All pupils majoring in the commercial field at Bulkley and Williams Memorial Institute should be transferred to Chapman. Typing has a distinct value for the college student and enough typewriters should be retained to give the necessary instruction but all other commercial equipment should be transferred to Bartlett. The cost of additional equipment at Chapman is estimated at $10000.

4. Erect a new building for Chapman on Waller St. between Chapman and Nathan Hale School to house an auditorium, a double gymnasium and a cafeteria. At present prices the estimated cost of such a building to serve the enrollment at Chapman is $700,000.

5. The two high schools as recommended should operate in close cooperation so that the pupils of either school may use the facilities of the other as occasion demands. For example, the boys at Williams Memorial Institute might well go to Chapman for gymnasium and shop work. And the cafeteria at Chapman might easily serve the needs of both schools. These are only two examples of the way in which economies could be effected by the elimination of unnecessary duplication of facilities and services.

To summarize, the recommended expenditures for capital outlay are as follows: at Bulkley School $30,000; at Williams Memorial Institute $10,000; at Chapman $10,000, new building $700,000. Total $750,000. The only addition in current expense would be the maintenance and ware at an estimated cost of $10,000.

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To summarize, the recommended expenditures for capital outlay are as follows: at Bulkley School $5000; at Williams Memorial Institute $10000; at Chapman $10000, new building $700,000. Total $725,000.

operation of the new building at Chapman.

4.

RECOMMENDATIONS

The present method of financing secondary education in New London is cumbersome, confusing and unbusinesslike. It necessitates the consideration of four budgets instead of one; it creates divided responsibility between the board of education and the boards of trustees; it lacks the checks and balances inherent in the democratic system of administering public funds; it makes the appropriation of tax money for education a most difficult task. The remedy for this situation is that which has been adopted universally by other communities faced with the same problem, namely placing secondary education under the control of the legally constituted representatives of both the state and the people of the community, the board of education.

It is recognized that this solution represents a sharp break with deep seated traditions which have been operating for a century or more. Acceptance of so radical a change will probably take time. It may also involve some legal adjustments which will also take time. Meanwhile there are three changes which could be begun immediately and which would make a considerable improvement in present practices. First, the board of education might be given as much representation on the several boards of trustees as their present charters permit either through expansion in membership or by any other means legally available. And since these boards are self-perpetuating all vacancies as they occur could be filled by the election of additional members of the board of education until this board was fully represented on the controlling bodies of all three institutions. Their tenure as trustees

should be coterminous with their tenure as members of the board of education.

While this process would be slow and somewhat cumbersome in operation it would certainly be a step in the right direction. It would develope mutual understanding between the various boards. The boards of trustees would have a better understanding of the schools from which most of their pupils come. The board of education would know the plans and policies of the secondary institutions into which their pupils go. They would be able to see the educational process as a whole and would, therefore, be better able to plan a program of continuous growth for the city's children from the kindergarten through the high school

Second, the budgets of the three secondary institutions should be sent to the board of education for inclusion in the budget of the city schools. Thus the city council would need to consider but a single budget covering the total needs for education. The board of education through its membership on the various boards of trustees would be in a position to present and justify the requests of all four groups.

Third , in additoon to his present duties in connection with Elementary Education the superintendent of schools could be made responsible for secondary education. By training and experience he is equally well equipped in both fields. His participation in the administration of the high schools would not only act as a unifying force but would greatly benefit the secondary education programs. His assistance in putting into effect the recommendations of the survey staff for changes in buildings, administration, curriculums and personnel would be of great value. He would also be of the utmost help in working out cooperative arrangements between Williams should be coterminous with their tenure as members of the board of education.

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Memorial Institute and Chapman Tech. And it would help to insure that tax money appropriated for secondary education should yield returns commensurate with the investment. He is already employed by the board of education. Failure to capitalize on his services at present available at public expense, would seem to indicate a lack of that Yankee thrift supposedly proverbial in Connecticut.

These three steps would constitute a small beginning in the direction of public control for secondary education. Therefore it is recommended that:

1. As soon as possible the composition of the various boards of trustees be altered to include among its membership an increasingly strong representation of the board of education;
2. The budgets of the three secondary institutions be transmitted directly to the board of education to be incorporated with that of the city schools and presented to the city council in a single budget covering the total educational needs;
3. The superintendent of schools be given general oversight of secondary education.

Obviously these, while improvements on present procedures, are temporary expedients pending the time when New London is ready to make secondary education an integral part of the public school system. Public support for private education is a thing of the past in this country. It is still common in Canada and many of the countries of Europe, but it has long since disappeared in the United States. The financing of secondary education in New London will never be on a sound basis until the city moves into the accepted American pattern - education from kindergarten through high school supported and controlled by the public.

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